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ABSTRACT

This final report describes a Cultural Diversity Innovation project implemented in 1992-93 at Indiana State University (ISU). The central objective of the project was to enrich cultural diversity elements in the Masters in Public Administration (MPA) curriculum at ISU through the presentations of visiting faculty from historically black colleges and universities (HBCUs). Visiting African American faculty researchers made seminar presentations to MPA students and faculty on public policy issues relating to African American communities. Project evaluation indicators included: MPA student feedback, MPA faculty opinion, visitors' views, and tangible efforts of ISU in establishing collaborative relationships with HBCUs for instruction, research and outreach activities. This report includes separate sections which present project objectives and implementation plan, summary findings of a state administrator survey regarding cultural diversity as projected in "Workforce 2000" (a Hudson Institute study), the survey instrument itself, project outcomes, and conclusions. Appendices include a list of HBCUS, a list of HBCUs with MPA or comparable academic programs, HBCU faculty presentations at ISU, with references, featured in issues of the research newsletter of the Center for Governmental Services at ISU, a profile of MPA faculty at ISU, and a summary of the MPA program at ISU. (Contains 38 references.) (DB)

ED 363 244

NETWORKING WITH HISTORICALLY BLACK COLLEGES AND UNIVERSITIES: CULTURAL DIVERSITY IN PUBLIC ADMINISTRATION EDUCATION AT INDIANA STATE UNIVERSITY*

A final report on a Cultural Diversity Innovation
in Public Administration Education
Project supported by
NASPAA (National Association of Schools of Public Affairs and Administration)
1992-1993

by

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December 1, 1993

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A Final Grant Report on Cultural Diversity
Innovation Grant 1992-1993
Submitted to NASPAA (National Association of Schools of
Public Affairs and Administration)

HE 026 908

* Revised version of a report prepared for presentation at 1993 Annual Meeting of NASPAA (National Association of Schools of Public Affairs and Administration), October 21, 1993, Orlando, Florida.

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This revised version of the original report submitted to NASPAA also includes the presentations of HBCU professors at ISU in 1991-92 academic year.

December 1, 1993

Manindra K. Mohapatra, Ph.D.
James L. McDowell, Ph.D.

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B. List of HBCUs with MPA or Comparable Academic Programs
C. Summary of HBCU faculty presentations at Indiana State University

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D. Profile of MPA Faculty at Indiana State University
E. MPA Program at Indiana State University

I.

PROJECT ABSTRACT

This final report represents a description of a Cultural Diversity Innovation project implemented in 1992-93 at Indiana State University. This project was supported by NASPAA (National Association of Schools of Public Affairs and Administration). The central objective of this project was to enrich cultural diversity elements in the MPA curriculum at ISU through the presentations of visiting faculty from four historically black colleges and universities (HBCUs). Dr. Manindra K. Mohapatra, Director of MPA Program and Center for Governmental Services at ISU served as the project Director. Dr. Cassie Osborne, Dean of the School of Public Affairs at Kentucky State University (HBCU) served as a consultant in this project. Four visiting African American faculty researchers made seminar presentations to MPA students and faculty on public policy issues relating to the African-American communities. The outcomes of this project were evaluated on the basis of a series of indicators: MPA student feedback, MPA faculty opinion, visitors' views and tangible efforts of ISU in establishing collaborative relationships with the HBCUs for instructions, research and outreach activities.

II.

PROJECT OBJECTIVES AND IMPLEMENTATION

This project had informal discussion sessions with these visitors who were excellent professional role models. This project was developed on the basis of a continuing programmatic need to enrich the MPA curriculum contents relating to African-American community related public policy issues. The following were the specific objectives of this project.

PROGRAM OBJECTIVES:

(1) To enrich the Cultural Diversity elements in the MPA curriculum at Indiana State University with substantive contents relating to African-American Community related Public Policy issues.

(2) To invite African-American Faculty Researchers who are doing current research on African-American community related Public Policy issues and are located in four different historically black colleges and universities (HBCUs) to ISU campus for seminar presentations in regular MPA classes.

(3) To provide an opportunity for professional exchanges between ISU MPA faculty members and those of the participating historically black colleges and universities.

(4) To seek alternative external funding sources to establish a regular faculty exchange program between ISU's MPA program and programs located in historically black colleges and universities for cultural diversity instructions, research and outreach activities.

(5) To disseminate the outcomes of this program among NASPAA institutions for possible replication in the other institutions.

PROGRAM IMPLEMENTATION November 1, 1992 - September 30, 1993:

ISU is committed toward cultural diversity in its MPA program. The present MPA faculty of eight persons includes one African-American and two Asians. The student body in 1992-93 academic year included African-Americans, Asians, foreign students, and women. The revised MPA curriculum includes a concentration in Comparative and International Administration to attract international students who have enriched cultural diversity of the student body. A specialized seminar on "Gender, Ethnicity and Public Policy" has been offered in the ISU's MPA program by an African-American faculty member who holds a tenure track Associate Professor rank in the department.

Dr. Manindra K. Mohapatra, the Director of the Master of Public Administration program at Indiana State

University served as the administrator of this program. Dr. Cassie Osborne, Dean of the School of Public Affairs at Kentucky State University (HBCU) serves as a consultant for this program.

Upon announcement of the grant by NASPAa, all MPA program administrators located in HBCU's in the United States were contacted to identify faculty researchers currently active in projects involving public policy institutions in the African-American community.

The MPA faculty at ISU will selected list four of these faculty researchers for presentations in MPA classes at ISU in Spring semester 1993. One speaker was canceled due to unforeseen circumstances. Hence another speaker was scheduled in September 1993.

Finally, the following HBCU faculty members made presentations at Indiana State University:

1. Prof. Beverly Edmond, Clark Atlanta University
   "Federal Affirmative Action Policy and Glass Ceiling."
   2/24/93

2. Prof. Michael Frazier, Howard University
   "Relevancy of Diversity in State Government Export Programs: Implications for African-Americans."
   3/25/93

3. Prof. Frances Liddell, Jackson State University
   "Quality of Worklife for Employees: Comparison across Ethnicity and Gender."
   4/22/93

4. Prof. Gashaw Lake, Kentucky State University
   "Political Culture & Public Administration in Ethiopia."
   9/30/93

Each visiting African-American MPA faculty member to ISU was involved in the following activities on the campus of Indiana State University.

Their seminar presentations were taped for future viewing at ISU and elsewhere.

Two of the African-American faculty presentations were released in the form of two newsletters by the Center for Governmental Services at ISU.

The visiting African -American faculty were briefed on public policy research activities at ISU.

The visitor had access to specialized library holdings of ISU.

There were demonstrations on Telnet on-line catalog access session for the visiting African-American faculty at the Center for Governmental Services.

Informal discussion sessions will be arranged with the MPA students and the visiting African-American faculty, including the minority students on career planning alternatives.

The African-American Cultural Center of ISU arranged informal social hours for the visiting African-American faculty and undergraduate students interested in a public service career.

A systematic feedback will be obtained from the MPA students and faculty about the impact of these visits.

A comprehensive report was prepared incorporating descriptive information about project implementation and its outcomes. This report will be made available NASPAA for distribution.

III.

SUMMARY FINDINGS OF A MIDWESTERN STATE ADMINISTRATOR SURVEY ON CULTURAL DIVERSITY

As an integral part of this Cultural Diversity Innovation project, the Center for Governmental Services at ISU carried out a survey of the Midwestern State Administrators. The objectives of this survey are listed below.

SURVEY OBJECTIVES

This exploratory study sought to answer the following research questions relating to the state administrators' views about projected Cultural Diversity in Workforce: 2000.

1. How familiar were these state administrators with research literature dealing with workforce 2000 and projected cultural diversity in the workforce?

2. What managerial competencies were perceived as important by these public administrators as it related to the culturally diverse workforce?

3. What strategies were recommended by these administrators in developing a culturally diverse managerial workforce?

SURVEY PROCEDURE

This research was limited to the state administrators in seven midwestern states. A national directory of the state executives in the United States was obtained (Carroll Publishing Co., State Executive Directory, November/February, 1992/1993). The heads of all state agencies located in these states were identified. Then a random sample of 500 persons was chosen from this list. states. A 25% rate of return has been achieved on the basis of a single mailing. The questionnaire used in this study was designed specifically for this study. This survey instrument provided some items that were included in the questionnaire. The instrument included both closed-ended and open-ended questions.

Table No. 2
Familiarity with Workforce: 2000 Literature*
(N = 104)

Responses	Percentages
Very familiar	11.5% (12)
Somewhat familiar	32.7% (34)
Not familiar	52.9% (55)
No response	2.9% (3)
Total =	100%

* Responses to survey question: How familiar are you with current writings about "Cultural Diversity projected in the workforce: 2000?" (e.g. Hudson Institute's study titled Workforce 2000, 1987)

FAMILIARITY WITH CULTURAL DIVERSITY

Comments

An item in the survey instrument included a question about Workforce 2000 literature. Based upon the responses, the data indicate that a majority (52%) were unfamiliar with the Hudson Institute's 1987 study about Workforce 2000. The open-ended comments of 22 survey participants about cultural diversity in Workforce 2000 have been reproduced below. These individuals had written-in these comments in the questionnaire in response to the specific item.

1. "Had the opportunity to review a summary of this work. Our administration was in transition."
2. "I would like information regarding cultural diversity programs in Workforce 2000."
3. "I have heard several speakers on the topic and have read some materials."
4. "I receive a lot of information, do not have time to read all of it."
5. "A copy of the study was provided to the department."
6. "Data driven but now some reports are refuting results."
7. "I have read the study and discussed it."
8. "Broad familiarity with labor market trends."
9. "There have been several publications both popular and trade that have published on this issue."
10. "A good model."
11. "Demographic data will be used for training program."
12. "I agree with the forecast of the profile of the workforce."
13. "Our cultural diversity training takes into account the projections made from the study."
14. "I have read the work and we have a copy in our library."
15. "I am very concerned with the perceived degradation of unified cultural identity."
16. "Very familiar with various diversity projections."
17. "I am aware it exists."
18. "I am familiar with the concept."
19. "I have no formal background in this area at this time."
20. "I try not to read anything coming from Hudson Institute."
21. "This subject in my opinion, has received more than its share of emphasis and hoopla than it deserves."
22. "Difficult to respond to this due to lack of familiarity with the study. Have never seen it."

The data and the comments of the state administrators about "Workforce: 2000" literature indicate considerable awareness about this matter. Yet nearly 52% of the respondents indicated that they were not familiar with the literature relating to Workforce: 2000! This suggests a climate of opportunity to the Public Administration programs to organize formal courses, workshops, symposia, colloquia, etc., on this issue for the benefit of in-service governmental agency administrators. The practitioners of Public Administration may be particularly interested in managerial implications of "Workforce: 2000". They would like to know how to design intra-agency programs to promote cultural diversity. Even the skeptics among our survey respondents want to know more about this matter.

PROFILE OF SURVEY RESPONDENTS

Table No. 1 provides a general profile of the state administrators who responded to the question survey. The gender distribution among the respondents included 66% males. Nearly 24% were non-whites. Nearly 43% of the survey participants reported directly supervising more than 10 employees. The general educational background of these survey respondents shows very few respondents with less than a college education. Nearly 28% reported holding doctoral or law degrees. A majority of the respondents (55%) had spent more than 15 years in government agencies. The Public Administration educational background of these survey participants included 20 MPA degree holders.

Table No. 1

A GENERAL PROFILE OF THE STATE ADMINISTRATORS
(N = 104)*

EDUCATIONAL LEVEL (N = 120)

Ph.D.	13.9% (17)
MD/DVM	.8% (1)
JD/LLB	15.6% (19)
Master's	40.2% (49)
Bachelor's	26.2% (32)
High School	1.6% (2)
Total	100%

PRESENT POSITION (N = 119)

Elective	1.7% (2)
Political Appointment	36.1% (43)
Merit Employee	38.7% (46)
Other	23.5% (28)
Total	100%

ETHNICITY (N = 123)

White	75.6% (93)
African-American	16.3% (20)
Hispanic	4.1% (5)
Asian	1.6% (2)
Native American	.8% (1)
Other	1.6% (2)
Total =	100%

GENDER (N = 123)

Male	65.9% (81)
Female	34.1% (42)
Total =	100%

SUPERVISORY SPAN (N = 121)

3 or less	20.7% (25)
4 - 7	19.0% (23)
8 - 10	17.4% (21)
More than 10	43.0% (52)
Total =	100%

PUBLIC ADMININISTRATION EDUCATION (N = 42)**

DPA/Ph.D.	2.3% (1)
MPA	47.6% (20)
CPM	9.5% (4)
Workshop/etc.	40.47% (17)
Total =	100%

** The remaining reported no special education or training in Public Administration.

YEARS IN GOVERNMENT SERVICE

1-5 yrs	12.7% (16)
6-10 yrs	18.3% (23)
11-15 yrs	12.7% (16)
16-20 yrs	32.5% (41)
More than 20 yrs	23.8% (30)
Total =	100%

AGENCIES PRIMARILY SUPPORTED WITH FEDERAL FUNDS (N = 115)

Yes	18% (20)
No	82% (95)
Total	100%

*Missing data have been excluded from each tabulation.

Table No. 3

PERCEIVED IMPORTANCE OF RECRUITING GROUPS TO ENTER MPA PROGRAMS*

Groups	Percent say very important	Rank order
Women	67.3% (70)	4
Native Americans	61.5% (64)	6
African-Americans	71.2% (74)	1
Asian Americans	62.5% (65)	5
Hispanics	69.2% (72)	3
Disabled	70.2% (73)	2
Other	13.5% (14	7

* Question: In your opinion, how important should it be for the graduate schools/departments of Public Administration offering MPA (Master of Public Administration) degrees to recruit, educate and graduate qualified students belonging to the following groups in response to workforce 2000?

RECRUITING CULTURALLY DIVERSE MPA STUDENTS

The Table No. 3 shows the survey responses relating to the perceived importance of recruiting minorities and women in the MPA program. Among the other groups that were written-in by the respondents were as follows:

"Older workers," "Males," "Whites," "White males," Veterans," "Gay/Lesbian," "Foreign students," "Young and mature adult age groups," "Appalachians," "Economically disadvantaged," "Anglo-Americans," "Any other members of cohesive identifiable groups based on race and national origin," "All groups regardless of racial/ethnic origin."

"We have statutorily imposed mandate to act affirmatively in having these groups. Our hiring efforts are impeded if schools do not have these students enrolled."

"Even if culturally diverse student body is not achieved, the white males need exposure to the ideas, contributions and values of those not like them."

In response to this item a few administrators either did not assign weights to any specific groups. In a few cases, the following comments were written-in to de-emphasize a quota approach.

"I am wary of too strict an application of quota in staffing"

"Equally important for all groups. Why should one stick out?"

"I honestly have a problem with putting one group ahead of another."

"Achieving a representative balance is urgently important. Achieving this via quotas or specific groups is not the issue."

"Stress fairness and equality, not preferential treatment."

"I do not think it is necessary to target selected groups for special recruitment efforts."

"All should have equal opportunity to be considered for admission to graduate programs or an equal basis (same criteria)."

"Ethnic background is not as important as desire to succeed in the field and ability to succeed."

There are many implications of these response patterns. A large majority of the respondent administrators seem supportive of the idea of recruiting more minorities and women into the graduate programs in Public Administration. These graduates would provide a recruitment base for the state agencies. However, some open-ended comments also indicate the hesitations of some administrators about selective preferences in student recruitment efforts.

MANAGERIAL COMPETENCIES

An open-ended item in the survey instrument solicited the views of the administrators about special competencies needed in managing culturally diverse workforce. Although all respondents did not provide answer to this question, some provided detailed comments. A sampling of these comments have been reproduced below. (Question no. 6)

1. Training and education in cultural diverse population.
2. Sensitivity to cultural diversity.
3. Knowledge of employee development, job enrichment, career counseling.
4. Ability to understand other cultural viewpoints yet to be able to translate into acceptable norms for the jobs which must be performed.
5. Interpersonal communication skills.
6. Developing skills which promote breaking down the barriers of cultural and social differences.
7. They should be trained on special issues such as ADA, harassment, discrimination, child care, etc.
8. Advocacy for diverse groups.
9. Willingness to compromise rather than be confrontational.
10. Ability to recognize prejudicial behavior.
11. Knowledge of sign language and deaf culture.
12. Practice common sense and have an unbiased perspective.
13. Curriculum development for special populations.
14. Cultural anthropology, behavioral psychology, managing change and communication skills.
15. Speak foreign language.
16. Cultural and racial sensitivity training.
17. Ability to recognize culturally based handicaps.
18. Tolerance of diverse workforce.
19. Open mind.
20. Awareness of cultural attitudes affecting work expectations.
21. Practice a policy of inclusion in terms of decision making and other working conditions.
22. To know how the attributes of people can benefit the total output of the agency.
23. Patience, sensitivity and a strong commitment to equality of treatment and analysis of individuals.
24. Expertise in dealing with employees who are not open/receptive.
25. Acceptance of change away from traditional "melting pot" toward the idea of a "stew".
26. Basic understanding of cultural, gender and age issues.
27. Ability to balance commitment to diverse workforce with mission needs.
28. Awareness of legal decisions and requirements relative to the protection of cultural differences.
29. Understanding other people's values and what motivates them.
30. Value people for what they can do, not what they cannot.
31. Ability to explain difference without offending.
32. Ability to see both sides of issues.
33. How to integrate workforce including all cultures represented.

A few respondents also wrote in the following types of answers:

"no difference"; "I do not know, you tell me"; "same as any".

The response patterns associated with this question show the relative importance of various managerial competencies in supervising the culturally diverse workforce. The open-ended comments are particularly helpful in understanding the complexities of managers in such a workforce. Such data would be of considerable interest to those who are responsible for curricular design in the MPA programs and workshops for practitioners.

Table No. 4
MANAGERIAL COMPETENCIES VIEWED BY THE STATE ADMINISTRATORS AS IMPORTANT IN MANAGING CULTURAL DIVERSE WORKFORCE: 2000

Selected Managerial Competencies	Percent Saying Very Important	Rank Order
Evaluating employee productivity	68.3% (71)	7
Motivating employees	84.6% (88)	3
Problem solving and decision making	85.6% (89)	2
Knowledge of participative decision-making	62.5% (65)	10
Using computer packages (e.g., spreadsheets databases)	29.8% (31)	16
Designing research studies or program evaluations	10.6% (11)	17
Developing monetary budgets	46.2% (48)	13
Counseling and disciplining employees	61.5% (64)	9
Interpersonal communication	89.4% (93)	1
Mentoring employees in career development	35.6% (37)	15
Building teamwork in the work group	78.8% (82)	4
Managing conflict in the work group	75.0% (78)	5
Managing diversity in the workplace	64.4% (67)	8
Influencing superiors and peers	36.5% (38)	14
Understanding the social and political environment	58.7% (61)	11
Commitment to democratic values	46.2% (48)	13
Representing your agency to external constituencies	51% (53)	12
Knowledge of legal processes	30.8% (32)	16
Knowledge of managerial ethics	74.0% (77)	6

CULTURAL DIVERSITY PROGRAMS: VIEWS OF PRACTITIONERS

Since 1991 NASPAA has funded 10 cultural diversity innovation projects in the departments/schools of Public Administration of eight different American universities. Using the descriptions of these 10 funded projects and other projects that were not funded, the survey questionnaire sought evaluative opinions of the administrators about these types of projects. Table no. 7 shows the response patterns. The survey respondents assigned varied importance to the effectiveness of these types of projects. Recruiting minority/women employees in the public agencies for MPA programs was considered very effective by 63% of the respondents.

Open-ended comments in response to question no. 11.

1. Quality management course.
2. Increased scholarship opportunities.
3. Provide paid internships with seasoned professionals.
4. It would not hurt to see some diversity of MPA faculty/staff.
5. Multicultural sensitivity training to recognize differences in people.
6. Internships/Mentorships/Field placement.
7. Required courses to deal with cultural diversity in workforce.
8. Rotation assignment in agencies focusing on workforce diversity experience.
9. Assertiveness and communication training.
10. Midcareer sabbaticals for employees.
11. provide credit toward MPA degree for courses/training programs completed in agencies.

In response to the question relating to the professional development of minority/women employees the survey participants provided specific evaluative views on a number of in-house strategies. These have been shown in Table no. 7.

Table No. 7
EVALUATIVE COMMENTS ON UNIVERSITY-BASED PROGRAMS
ON CULTURAL DIVERSITY EDUCATIONAL INNOVATION

Types of Special Programs in Schools/Departments of Public Administration	Percent Saying Very Effective	Rank Order
Developing curricular material for all MPA students designed to emphasize sensitivity toward multi-cultural society.	48.1% (50)	3
Reaching out to recruit, retain and graduate qualified pre-service African-American (and other minorities) women students in the MPA program.	51% (53)	2
Recruiting qualified minority/women employees currently working in public agencies to join MPA programs as part-time students.	63.5% (66)	1
Providing specialized workshops on management topics designed to develop leadership skills among women and minority public employees currently holding non-managerial positions.	45.2% (47)	4
Providing an opportunity for minority/women students in the MPA programs to contact high-level women/minority government agency officials for career counselling.	35.6% (37)	5
Establishing faculty/student exchange program with historically black colleges and universities (HBCUs).	24% (25)	8
Scheduling presentations of high level minority/women officials to small groups of minority/women students currently enrolled in MPA classes about career opportunities in public service.	33.7% (35)	6
Encouraging qualified women/minority MPA students to join Ph.D. programs.	27.9% (29)	7
Providing information to minority/women students about successful role models of Professors of Public Administration.	20.2% (21)	9

Question: Here is a sampling of specific programs that are being planned and/or implemented by the university-based schools/departments of Public Administration offering MPA programs to improve cultural diversity in the public services. In your opinion, how effective would these programs be in providing culturally diverse managerial workforce for public agencies of the year 2000?

STRATEGIES TO OVERCOME BARRIERS

An open-ended item in the survey instrument sought the administrators suggestions for the minority/women employees in state agencies to over come barriers to advancement. The suggestions of those respondents who gave answers to this question as listed below. (Question no. 21)

1. Hiring people who are different.
2. Agencies only consider blacks as minorities. Others are usually not even considered.
3. Civil service system restrictions.
4. Racism and sexism is alive and well. It needs to be confronted by all staff. Training more training.
5. Minorities should be as friendly or if possible comfortable with whites as they are with members of their own race or cultural group. Friendship breaks down a lot of barriers.
6. Current cutbacks in personnel together with job security rules often make it hard to move newer minority employees into advanced positions.
7. Attitudes of everyone.
8. Attain higher education.
9. Education.
10. Elected officials must show leadership and make appropriate appointments.
11. Some unrealistic expectations. Not enough jobs for all the graduates.
12. The barriers to women and minority would be lack of aggressiveness and lack of self-confidence.
13. Attaining competence and commitment involve more sacrifice than many persons are willing to make - that is the true barrier.
14. I do not think that there are substantial barriers to women and minorities in government as evidenced by the number of women and minorities in top level bureaucratic positions in this state government.
15. Preserve a constant front for change to white male power structures. Women of cause must do so in the face of white, black and other minority males.
16. Administrators must understand diversity workforce.
17. If you are "one" hire "one".
18. Continually pursue upgrade training, resist sources telling them they have to be granted positions even when they know performance cannot be expected.
19. Culturally diverse have more to prove and should always keep this in mind.
20. Minorities and women can advance by working hard and demonstrating skills and abilities.
21. Try to develop a network of people that you can help.
22. Racism, sexism and white boys club.
23. Federal government usually outbids us for quality female/minority candidates.

Table No. 6

EFFICACY OF IN-HOUSE STRATEGIES IN DEVELOPING CULTURALLY DIVERSE MANAGERIAL WORKFORCE OUT OF WOMEN/MINORITY EMPLOYEES

STRATEGIES	Percent Saying Very Effective	Rank Order
A. Encourage them to participate in in-house leadership training program.	44.2% (46)	3
B. Encourage them to enter university-based managerial degree programs (e.g., MPA, MBA, MSW).	36.5% (38)	5
C. Encourage them to join in-house certified public management programs (e.g., CPM).	15.4% (16)	9
D. Providing them with informal on-job training to develop managerial competencies.	49% (51)	2
E. Developing in them general political sensitivity.	29.8% (31)	6
F. Encourage them to join professional groups and attend meetings/workshops organized by these groups.	26.0% (27)	8
G. Encourage them to establish political contacts outside the agency.	9.6% (10)	11
H. Mentoring them about career development options in the public sector.	42.3% (44)	4
I. Assist them in networking with other minority/women employees.	36.5% (38)	5
J. Recommend to them reading of professional periodicals in their field of work.	27.9% (29)	7
K. Encourage them to develop their public relations/presentation skills.	51.9% (54)	1
L. Encourage them to develop their global perspectives through readings of international issues.	18.3% (19)	10

Question: Culturally diverse employment is on the rise in many state agencies. Listed below are some strategies that may be used to develop managerial competencies among the women or minorities for higher level positions. Based upon your own experiences in dealing with employees indicate how effective, you think, each of these strategies are. Please feel free to add to this list any additional strategies that you feel might be useful.

Appendix E

Survey Instrument Used in the Study

January 15, 1993

A 1993 SURVEY OF STATE PUBLIC ADMINISTRATORS' OPINION ON WORKFORCE 2000

Dear Public Administrator:

The National Association of Schools of Public Affairs and Administration (NASPAA) has awarded a 1992-93 Cultural Diversity Innovation Grant to the Center for Governmental Services at Indiana State University to promote cultural diversity in its MPA (Master of Public Administration) curriculum.

In connection with this project, the Center is conducting a survey of state public administrators. The purpose of this survey is to learn more about the opinion of these administrators about projected cultural diversity in Workforce 2000 and to obtain their suggestions about promoting cultural diversity through educational programs. The attached questionnaire has been prepared to obtain your personal views about how the MPA programs may contribute toward an effective culturally diverse workforce in local, state and federal public services by the year 2000. A postpaid envelope is enclosed for your response. Should you have any questions about this survey, please call me at (812) 237-2430 or Mary Richmond (the Center Secretary/Librarian) at (812) 237-2436.

The results of this survey will be reported in aggregate numbers and will not identify individuals surveyed. The results of this survey will be submitted as a final report to NASPAA (National Association of Schools of Public Affairs and Administration). Should you like to obtain the results of this survey, please ask us for a copy. Thank you for your cooperation.

Sincerely,

M. K. Mohapatra, Ph.D., Professor of Political Science
Director, Center for Governmental Services
and Master of Public Administration Program

MKM:mr
enclosure

isu-sur.prp

A 1993 SURVEY OF STATE PUBLIC ADMINISTRATORS' OPINIONS ON WORKFORCE 2000

1. How familiar are you with the MPA programs offered by the universities that are located in your area?

   ☐ Very familiar ☐ Somewhat familiar ☐ Not familiar

2. Do the departments or schools of Public Administration offering MPA programs in your area occasionally consult with you about their program development, placement assistance, guest lecturing, or adjunct teaching opportunities? If yes, please describe briefly any assistance that you may have given to these programs in recent years.

3. How familiar are you with current writings about "Cultural Diversity projected in the workforce: 2000"? (e.g. Hudson Institute's study titled Workforce 2000, 1987)

   ☐ Very familiar ☐ Somewhat familiar ☐ Not familiar

   Comments: _____

4. Is your agency developing any specific plans to manage the culturally diverse workforce of the year 2000? If so, briefly describe below elements of the plans that you think are important.

5. In your opinion, how important should it be for public administrators to develop special competencies in managing a culturally diverse workforce?

6. In your opinion, what special knowledge and skills are needed by individual administrators in managing a culturally diverse workforce in your agency?

7. In your opinion, how important should it be for the graduate schools/departments of Public Administration offering MPA (Master of Public Administration) degrees to recruit, educate and graduate qualified students belonging to the following groups in response to workforce 2000? [check as appropriate for each group.]

Groups	Very Important	Somewhat Important	Not Important	Comments
Women				
Native Americans				
African Americans				
Asian Americans				
Hispanics				
Disabled				
Other groups (specify)				

Your other general suggestions relating to the recruitment, retention and graduation of culturally diverse students in Public Administration graduate programs (if any).

8. Listed below are some general managerial competencies that have been considered as important for public administrators. In your personal opinion, how important would these be for the state administrators supervising the employees in workforce 2000? [check each item]

Managerial competencies for Public Administrators	Very Important	Somewhat Important	Not Important
Evaluating employee productivity			
Motivating employees			
Problem solving and decision making			
Knowledge of participative decision-making			
Using computer packages (e.g., spreadsheets databases)			
Designing research studies or program evaluations			
Developing monetary budgets			
Counseling and disciplining employees			
Interpersonal communication			
Mentoring employees in career development			
Building teamwork in the work group			
Managing conflict in the work group			
Managing diversity in the workplace			
Influencing superiors and peers			
Understanding the social and political environment			
Commitment to democratic values			
Representing your agency to external constituencies			
Knowledge of legal processes			
Knowledge of managerial ethics			
Your comments, if any, about managerial competencies.			

9. Culturally diverse employment is on the rise in many state agencies. Listed below are some strategies that may be used to develop managerial competencies among the women or minorities for higher level positions. Based upon your own experiences in dealing with employees indicate how effective, you think, each of these strategies are. Please feel free to add to this list any additional strategies that you feel might be useful.

STRATEGIES	Very Effective	Somewhat Effective	Not Effective
A. Encourage them to participate in in-house leadership training program.			
B. Encourage them to enter university-based managerial degree programs (e.g., MPA, MBA, MSW).			
C. Encourage them to join in-house certified public management programs (e.g., CPM).			
D. Providing them with informal on-job training to develop managerial competencies.			
E. Developing in them general political sensitivity.			
F. Encourage them to join professional groups and attend meetings/workshops organized by these groups.			
G. Encourage them to establish political contacts outside the agency.			
H. Mentoring them about career development options in the public sector.			
I. Assist them in networking with other minority/women employees.			
J. Recommend to them reading of professional periodicals in their field of work.			
K. Encourage them to develop their public relations/presentation skills.			
L. Encourage them to develop their global perspectives through readings of international issues.			
Your comments (if any).			

10. Here is a sampling of specific programs that are being planned and/or implemented by the university-based schools/departments of Public Administration offering MPA programs to improve cultural diversity in the public services. In your opinion, how effective would these programs be in providing culturally diverse managerial workforce for public agencies of the year 2000? [check each item]

Types of Special Programs in Schools/Departments of Public Administration	Very Effective	Somewhat Effective	Not Effective	Your Comments
Developing curricular material for all MPA students designed to emphasize sensitivity toward multi-cultural society.				
Reaching out to recruit, retain and graduate qualified pre-service African-American (and other minorities) women students in the MPA program.				
Recruiting qualified minority/women employees currently working in public agencies to join MPA programs as part-time students.				
Providing specialized workshops on management topics designed to develop leadership skills among women and minority public employees currently holding non-managerial positions.				
Providing an opportunity for minority/women students in the MPA programs to contact high-level women/minority government agency officials for career counselling.				
Establishing faculty/student exchange program with historically black colleges and universities (HBCUs).				
Scheduling presentations of high level minority/women officials to small groups of minority/women students currently enrolled in MPA classes about career opportunities in public service.				
Encouraging qualified women/minority MPA students to join Ph.D. programs.				
Providing information to minority/women students about successful role models of Professors of Public Administration.				

11. In your opinion, what other programs can be developed by the schools/departments of Public Administration in helping women/minority employees in public agencies in developing their own managerial skills and knowledge?

_____

_____

_____

_____

BACKGROUND DATA

(For statistical purposes only)

12. Number of employees directly supervised in your present position (check as appropriate):

☐ 3 or less ☐ 4 - 7 ☐ 8 - 10 ☐ more than 10

13. Which of the following best describes the work unit you are responsible for: (check only one)

☐ Data/paper oriented
☐ People/service oriented
☐ Finance/money oriented
☐ Machine/production oriented
☐ Political/public relations oriented
☐ other (specify)_____

14. Your educational background:

General Education
(Please check highest degree received)

☐ High School or less _____
☐ Bachelor's _____
☐ Master's _____
☐ Ph.D/DPA _____
☐ MD _____
☐ JD/LL.B. _____
☐ Other (specify)

Public Administration Education (Please indicate university's name: optional)

☐ BA _____
☐ MPA _____
☐ DPA _____
☐ Workshops/seminars, etc._____
☐ CPM(Certified Public Mgmt) Training _____
☐ No special education in Public Administration

15. Your current memberships in three major professional organizations (list):

1. _____ 2. _____ 3. _____

16. Gender ☐ male ☐ female

17. Ethnicity ☐ Black ☐ White ☐ Hispanic ☐ Asian ☐ Native American ☐ other (specify) _____

18. Years of service with government agencies _____

19. Nature of your present appointment:

☐ Elected official
☐ Political Appointee
☐ Merit system employee
☐ Other specify _____

20. Is your agency primarily supported with federal funds?

☐ Yes ☐ No ☐ Not sure

21. Do you have any other general comments about barriers to advancement for minorities and women employees in state agencies? How can individual employees overcome these barriers?

_____

_____

_____

_____

22. Sometimes minorities/women employees may be placed in managerial positions mainly due to Affirmative Action programs, but may lack prestige or influence in the agencies. How can these managers be more effective by acquiring prestige and influence in agencies?

_____

_____

_____

The Center for Governmental Services wishes to thank you again for taking enough of your time to complete this questionnaire. The information obtained from this study will enable us to continue providing public service education of the highest quality to develop managerial workforce for workforce 2000. Should you need a copy of the results of this survey, contact Mary Richmond, (812) 237-2436 or write to Center For Governmental Services, Indiana State University, Terre Haute, Indiana 47809.

CONCLUSIONS OF THE SURVEY OF MIDWESTERN STATE ADMINISTRATORS

This report has tabulated the preliminary findings of a survey of midwestern state administrators about cultural diversity in Workforce 2000. These tabulations are somewhat indicative of the status of "cultural diversity" as a concept among the top administrators in the states surveyed. Some major conclusions emerge from this working paper. First, the response patterns suggest considerable awareness of the issues associated with culturally diverse workforce among these administrators. Still there is room for greater awareness when nearly 52% of the respondents are unfamiliar with the proposed cultural diversity in Workforce 2000. Second, the Public Administration academic community may give some attention to its role in providing educational/training services to the practitioners, some of whom would like to know specific attributes needed by them in managing a culturally diverse workforce in their agencies. More emphasis on demographic change may not be enough for these administrators. They want to know the types of managerial skills and knowledge that are needed to be effective in the year 2000. Thirdly, the data on managerial competencies seems particularly important. It shows the types of competencies that are needed by the public managers who want to be effective in the culturally diverse workforce. Fourthly, minority/women administrators would find the data on individual strategies of success very useful. Similarly, the institutional program administrators responsible for developing programs designed for women/minority employees would find the suggestions of the practitioners very useful. Fifthly, the evaluative comments of practitioners about educational innovation projects would be important for those responsible for designing such future projects. Finally, this paper has opened up a window for Public Administration educators to see the real world of state administrators who are grappling with the idea of managing the culturally diverse workforce of the future. We might try to answer some of their tough questions through future research and practical real world programs.

PROGRAM OUTCOMES:

The following is a list of tangible outcomes of this project.

- A total of nine African-American Public Administration faculty members from six different HBCUs (Historically Black Colleges and Universities) visited ISU between Fall 1991 - Fall 1993 for research presentations.
- MPA students of ISU including foreign students, African-American and Asian-Americans had an opportunity to interact with African-American public policy researchers.
- The African-American students of ISU in diverse fields had an opportunity to see African-American faculty role models from HBCUs.
- The presentation material of these African-American visitors were published as newsletter articles and taped for dissemination.
- Those ISU MPA faculty members who had limited professional contact with HBCUs had an opportunity to have informal discussions on Public Administration instruction and research with these visitors.
- The MPA program of ISU gained visibility in Indiana for its cultural diversity innovation through media coverage.
- ISU's MPA program has submitted a grant proposal for external funding to support similar programs on a continuing basis.
- The Center for Governmental Services conducted two surveys of Public Administrators (Midwestern State administrators and a national survey of urban administrators) in support of this project. Summary findings of one of these surveys is provided in this report.
- ISU has directly assisted individual faculty members from HBCUs in preparing research grant proposals for external funding.
- ISU has received a large-scale data set from Kentucky State University (HBCU) for secondary analyses by MPA students and faculty.
- ISU faculty are co-authoring research reports with two HBCU faculty members.

SIGNIFICANCE OF THE PROJECT:

This project directly contributed toward cultural diversity of the MPA program at Indiana State University. Another significance of this project was to demonstrate to the external funding agencies that ISU with limited external support is committed toward cultural diversity in its MPA program. This is likely to impact their decision on supporting larger cultural diversity exchange program of ISU with HBCUs. Further, as a demonstration project other MPA program might evaluate this project in terms of its effectiveness to impact cultural diversity involved in their own institutions.

V.

CONCLUSIONS

This report provides a summary of the cultural diversity project conducted at ISU. The peer institutions offering MPA programs and who are interested in promoting cultural diversity in Public Administration education, may evaluate this ISU model in the context of their program. Specific documents associated with ISU's project are available for the public through appropriate inter-library channels (videos, research reports, survey reports, final report).

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Appendix A

A NATIONAL LIST OF HISTORICALLY BLACK *COLLEGES AND UNIVERSITIES*

001 Alabama A&M University, Normal, AL
002 Alabama State University, Montgomery, AL
003 Albany State College, Albany, GA
004 Alcorn State University, Lorman, MS
005 Allen University, Columbia, SC
006 Arkansas Baptist College, Little Rock, AR
007 Barber-Scotia College, Concord, NC
008 Benedict College, Columbia, SC
009 Bennett College, Greensboro, NC
010 Bthune-Cookman College, Daytona Beach, FL
011 Bishop State Community College, Mobile, AL
012 Bluefield State College, Bluefield, WV
013 Bowie State University, Bowie, MD
014 Carver State Technical College, Mobile, AL
015 Central State University, Wilberforce, OH
016 Cheyney State University, Cheyney, PA
017 Claflin College, Orangeburg, SC
018 Clark Atlanta University, Atlanta, GA
019 Clinton Junior College, Rock Hill, SC
020 Coahoma Community College, Clarksdale, MS
021 Concordia College, Selma, AL
022 Coppin State College, Baltimore, MD
023 Delaware State College, Dover, DE
024 Denmark Technical College, Denmark, SC
025 Dillard University, New Orleans, LA
026 Edward Waters College, Jacksonville, FL
027 Elizabeth City State University, Elizabeth City, NC
028 Fayetteville State University, Fayetteville, NC
029 Fisk University, Nashville, TN
030 Florida A&M University, Tallahassee, FL
031 Florida Memorial College, Miami, FL
032 Fort Valley State College, Fort Valley, GA
033 Fredd State Technical College, Tuscaloosa, AL
034 Grambling State University, Grambling, LA
035 Hampton University, Hampton, VA
036 Harris-Stowe State College, St. Louis, MO
037 Hinds Community College, Utica MS
038 Howard University, Washington, DC
039 Huston-Tillotson College, Austin, TX
040 Interdenominational Theological Center, Atlanta, GA
041 J.F. Drake State Technical College, Huntsville, AL
042 Jackson State University, Jackson, MS
043 Jarvis Christian College, Hawkins, TX
044 Johnson C. Smith University, Charlotte, NC
045 Kentucky State University, Frankfort, KY
046 Knoxville College, Knoxville, TN
047 Lane College, Jackson, TN
048 Langston University, Langston, OK
049 Lawson State Community College, Birmingham, AL
050 LeMoyne-Owen College, Memphis, TN
051 Lewis College of Business, Detroit, MI
052 Lincoln University, MO, Jefferson City, MO
053 Lincoln University, PA, Lincoln University, PA
054 Livingstone College, Salisbury, NC
055 Mary Holmes College, West Point, MS
056 Meharry Medical College, Nashville, TN
057 Miles College, Fairfield, AL
058 Mississippi Valley State University, Itta Bena, MS
059 Morehouse College, Atlanta, GA
060 Morehouse School of Medicine, Atlanta, GA
061 Morgan State University, Baltimore, MD
062 Morris Brown College, Atlanta, GA
063 Morris College, Sumter, SC
064 Norfolk State University, Norfolk, VA
065 North Carolina A&T State University, Greensboro, NC
066 North Carolina Central University, Durham, NC
067 Oakwood College, Huntsville, AL
068 Paine College, Augusta, GA
069 Paul Quinn College, Dallas, TX
070 Philander Smith College, Little Rock, AR
071 Prairie View A&M University, Prairie View, TX
072 Rust College, Holly Springs, MS
073 Savannah State College, Savannah, GA
074 Selma University, Selma, AL
075 Shaw University, Raleigh, NC
076 Shorter College, North Little Rock, AR
077 South Carolina State University, Orangeburg, SC
078 Southern University & A&M College, Baton Rouge, LA
079 Southern University at Shreveport, Shreveport, LA
080 Southern University at New Orleans, New Orleans, LA
081 Southwestern Christian College, Terrell, TX
082 Spelman College, Atlanta, GA
083 St. Augustine's College, Raleigh, NC
084 St. Paul's College, Lawrenceville, VA
085 St. Philip's College, San Antonio, TX
086 Stillman College, Tuscaloosa, AL
087 Talladega College, Talladega, AL
088 Tennessee State University, Nashville, TN
089 Texas College, Tyler, TX
090 Texas Southern University, Houston, TX
091 Tougaloo College, Tougaloo, MS
092 Trenholm State Technical College, Montgomery, AL
093 Tuskegee University, Tuskegee, AL
094 University of Arkansas at Pine Bluff, Pine Bluff, AR
095 University of Maryland Eastern Shore, Princess Anne, MD
096 University of the District of Columbia, Washington, DC
097 University of the Virgin Islands, St. Thomas, VI
098 Virginia State University, Petersburg, VA
099 Virginia Union University, Richmond, VA
100 Voorhees College, Denmark, SC
101 West Virginia State College, Institute, WV
102 Wilberforce University, Wilberforce, OH
103 Wiley College, Marshall, TX
104 Winston-Salem State University, Winston-Salem, NC
105 Xavier University, New Orleans, LA

Appendix B.

LIST OF HBCUs WITH MPA OR COMPARABLE PROGRAMS

Albany State College, Albany, Georgia, 31705
Clark Atlanta University, Atlanta, Georgia, 30314
Grambling State University, Grambling, Louisiana, 71245
Howard University, Washington, D.C., 20059
Jackson State University, Jackson, Mississippi,39217
Kentucky State University, Frankfort, Kentucky, 40601
North Carolina Central University, Durham, NC, 27707
Savannah State College, Savannah, Georgia, 31404
Southern University, Baton Rouge, Louisiana, 70126
Tennessee State University, Nashville, Tennessee, 37203
Texas Southern University, Houston, Texas, 77004
Tyler State University, Tyler, Texas, 75701
University of the District of Columbia, Washington, D.C., 20008
University of Virgin Islands, St. Thomas, Virgin Islands, 00802

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LIFE STRESS AMONG BLACK MALES IN AMERICA: IMPLICATIONS FOR HUMAN RESOURCES MANAGEMENT IN THE PUBLIC SECTOR

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INTRODUCTION

The travails of the African-American male have been exacerbated by the cumulative effects of nearly 250 years of slavery, 100 years of legally enforced segregation, and decades of racial discrimination and prejudice in every facet of American life. The "slave plantations" of 1897 have been transformed into "welfare plantations" of 1992. Urban ghettos are inhabited by increasing numbers of undereducated, unemployed, poor blacks who have been left behind by middle-class blacks whose economic status has enabled them to move into integrated urban and suburban areas outside the blighted neighborhoods of the inner city. These indigent individuals who are left behind have become high cost citizens because they are unable to pay for those essential services necessary for their survival, and the local government is incapable of delivering those vital services due to the shrinking tax base resulting from the exodus of disproportionate numbers of middle-class tax payers. Thus, with increased isolation from the black middle class and alienation from the white community, African-American inner-city ghettos have gradually become "welfare reservations" where black youth have few, if any, positive role models; where they lack access to high-quality educational, recreational, and cultural facilities; where they do not have job opportunities or adequate transportation.

STRESS AMONG BLACK MALES

The African-American male has always been subjected to an inordinate amount of the stresses and strains of life in order to survive. The social work dictionary describes stress as any influence that interferes with the normal functioning of an organism and produces some internal strain or tension. "Human psychological stress" refers to environmental demands or internal conflicts (or stressors) that produce anxiety.

People tend to seek an escape from the sources of these influences (called "stressors") through such means as defense mechanisms, avoidance of certain situations, phobias, somatization, rituals, or constructive physical activity.

While there is little doubt that prolonged experiences of powerlessness, unemployment, joblessness, welfare dependency, family disintegration, inadequate education, poverty, poor health and racial discrimination contribute to the level of anxiety and fatigue felt in one's life, what is unknown is the extent to which each of those factors can be used as indicators to predict adverse outcomes for black males attempting to cope with their situations.

Scholars and medical researchers agree that the disproportionate prevalence of poverty, unemployment, poor health conditions (including cirrhosis of the liver, diseases of the heart, hypertension and cardiovascular disorders, strokes, lung diseases, and mental illness) among black males is due, in part, to their lifestyle (Evans, 1990); but there is less agreement on the extent to which these socio-economic, psycho-emotional and physical conditions are internally imposed, externally directed, genetic, hereditary or health related in nature. Dr. Evans suggests that the death of fifty (50) percent of black males is due to the way they live. It is this writer's considered judgement that an explanation of the above typology of factors impacting the evolution of stressful environments is necessary.

FACTORS INFLUENCING STRESS AMONG BLACK MALES

Internally imposed factors are those that are self-induced or caused by the self-directed pattern of the black male's social, emotional and psychological existence. These include such factors as life style, drug and substance abuse, homicide, suicide, sexual promiscuity (including sexually-transmitted diseases) and low self-esteem. Internally imposed factors are further exacerbated by the socialization process to which minority group people in general and the black male in particular have been subjected to in this country. This socialization process is particularly traumatic and enduring on those of us who have been required to grow up in those minority group communities commonly referred to as ghettos. The physical boundaries of these ghettos all too often find a counterpart in mental boundaries which serve to confine the intellectual process just as surely as the other boundaries tend

to define the physical environment. The result of this confinement is frequently few choices beyond mere survival. Missing from this dreary environment are examples of positively oriented humans whom young African American males can emulate while retaining their self-respect. Instead, in looking around the so-called ghetto community, what the young black male sees, all too often, are criminal or quasi-criminal types projected as success figures. Thus, the foundation that so many contemporary African-American males need for a life of principle and self-respect is nearly totally absent. (Arrington, 1975).

Externally imposed factors are considered to be those conditions that are created, mitigated and sanctioned by the social, economic and political system itself which are largely outside one's immediate control. These include such factors as institutionalized forms of racism, economic discrimination, negative stereotypes and images projected by the media, residential segregation and unemployment.

Genetic or health related factors include conditions such as heart disease, cirrhosis of the liver, strokes, hypertension, lung diseases, cancer, mental illness and acquired immunodeficiency syndrome (AIDS).

The precise relationship or linkages among factors that are internally imposed, externally directed, hereditary or health related are beyond the scope of this paper. However, it should be pointed out that the conditions or symptoms associated with each level of stressors postulated in this analysis are neither intended to be mutually exclusive nor exhaustive but rather interrelated in such a manner that considering the impact of them holistically rather than singly may yield the highest level of predictability of actual human behavior.

IMPLICATIONS FOR HUMAN RESOURCES MANAGEMENT IN THE PUBLIC SECTOR

The human resource planners must seek innovative approaches of projecting and institutionalizing more positive and progressive images of the black male. Blacks in general, and the black male in particular, have to contend with the degrading image projected by the media. This image, created in the literature and minstrel-tent shows of the past, is today maintained and continually reinforced via television, racially exploitative wide-screen films, and the press. "For all of our presumed enlightenment, we are still encouraged to view the American black male as a shuffling buffoon, a sex-maddened rapist, neo-Mafioso, riotous militant, or drug crazed criminal recidivist" (Arrington, 1975). Public human resource planners and agency directors, must support methods and policies that attack myths and sterotypes surrounding the black male which project them as dumb, deprived, dangerous, deviant, dysfunctional and disturbed. Realizing that the media help form, to a great extent, the views of adult whites who are in positions of education, government, and industry to make critically important decisions affecting the courses of life that many black males take, it becomes increasingly necessary for public resource planners to devise and implement internal mechanisms that project the black male as a self-respecting, hard-working, decent, law-abiding and progressive human being. When a minority group is either totally ignored or projected in an unfavorable way because of the highly personal feelings and prejudices of a small number of journalists, media programmers and image manipulators, public resource planners and administrators should ask whether the question of free expression is being used. These public service professionals must understand that the effigy of black manhood is being assailed by writers, researchers and the compilers of statistics, most of whom are non-black, and leave black men no way to verify or validate the many reports being circulated about their past, their present and most importantly, their future. It is imperative that public service providers and human resource planners be sensitized to black cultural uniqueness. This notion does not call for abandoning the traditional affirmative action perspective grounded in motives of legal, moral, and social responsibility, but rather for the expansion of this perspective (Thomas, 1991). While special recruiting programs, mentoring programs, tracking, interning, and in-house training programs are extremely important, the contemporary and future manager and planner of human resources must avoid the traditional models of "mainstreaming," "assimilation" and "blending them in" and incorporate a management system that values diversity and considers employee differences as assets rather than liabilities. Managing diversity implies changing the culture of the organization rather than the culture of the people. Minorities in general and the black male in particular want to be themselves--preserve their own culture, heritage, and customs. They don't think being themselves should deny them opportunity. And they're right" (Preston, 1991). Managing diversity requires creating an environment that allows the people being managed to reach their full potential (Thomas, 1991). It allows organizations to develop steps for generating the natural capability to tap the potential of all employees. Another word for the process of tapping employees' full potential is "empowerment." As a way of thinking about human resources, managing diversity is new but is being considered as a necessary way for organizations to be effective and efficient in an increasingly competitive environment. The multicultural workforce of the future will require managers of any organization to provide diversity awareness and education for officers, directors and managers if they are to be able to attract and retain the best talent and make it possible for all employees to make their fullest contribution and maximize the productivity of the organization.

Finally, when decision makers and human resource planners are asked to respond to the question of why so many young black men are being locked up compared with small numbers of white men, they must not conclude that blacks have some inherent disposition to break the law; instead, they must be viewed as having been ghettoized into areas where engaging in violence or committing economic crimes are acts of survival (Rowan, 1990). In this context, hopefully legislators and planners will support policies that will create job training programs, job corps programs, set up head start programs and establish college scholarship funds for disadvantaged youth instead of using the resources of society to build new prisons which is significantly more costly than any of the former proposals.

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THE ROLE OF HISTORICALLY BLACK COLLEGES & UNIVERSITIES IN DEVELOPING PUBLIC SECTOR MANAGERS FOR THE CULTURALLY DIVERSE WORKFORCE 2000

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I. INTRODUCTION: WORKFORCE 2000

In June 1987, The Hudson Institute responded to President Reagan's challenge to meet the requirements of the work place of the future, with its famous futuristic study entitled Workforce 2000: Work and Workers for the 21st Century. The book documents labor market trends that have been ongoing for sometime--the shift from manufacturing to service employment and illustrates how the confluence of these trends in the year 2000 poses serious problems and opportunities for policymakers. It also forecasts that the year 2000 will mark the end of what has been called the American Century, since the last years of this century are certain to bring new developments in technology, international competition, demography and other factors that will alter the nation's economic and social landscape. We are forewarned that by the end of the 90s the changes under-way will produce an America that is in some ways unrecognizable from the one that existed only a few years ago.

What is the role of the Historically Black Colleges and Universities (HBCUs) in Developing Public Sector Managers capable of managing in the American and world order called Workforce 2000? In order to answer this question, we first examine the Workforce 2000 scenario-- i.e., what the workforce is expected to look like by the year 2000. Then we look at the role of the HBCUs in the overall education process and in the development of public sector managers. We close by looking at the public management training challenges which Workforce 2000 pose.

The Workforce 2000 Scenario

Four key trends are projected as shaping the last years of the twentieth century. They are:

1) The American Economy is expected to grow at a relatively health pace, boosted by a rebound in U.S. exports, renewed productivity growth, and a strong world economy.
2) However, despite its international comeback, U.S. manufacturing will have a much smaller share of the economy in the year 2000 than it has today. Service industries will create all of the new jobs, and most of the wealth during the 90s.
3) The workforce will grow slowly, becoming older, more female and more disadvantaged. Only 15 percent of the new entrants to the labor force over the next 13 years (the 90s) will be native white males, compared to 47 percent in that category in 1987.
4) The new jobs in service industries will demand much higher skill levels jobs of today presently require. Very few new jobs will be created for those who cannot read, follow directions and use mathematics.

Policy issues raised by these trends which policymakers must find ways to address, if the United States is to continue to prosper are:

1) Stimulation of balanced world growth: To grow rapidly, according to Workforce 2000, the U.S. must pay less attention to its share of world trade and more to the growth of the economies of the other nations of the world, including those nations in Europe, Latin America, and Asia with whom the U.S. competes.
2) Acceleration of productivity increases in service industries: Prosperity will depend much more on how fast output per worker increases in health care, education, retailing, government and other services than on gains in manufacturing.
3) Maintaining the dynamism of an aging workforce: As the average age of American workers climb toward 40, the nation must insure that its workforce and its institutions do not lose their adaptability and willingness to learn.
4) Reconciliation of the conflicting needs of women, work and families: Three fifths of all women over age 16 will be at work in the year 2000. Yet most

current policies and institutions covering pay, fringe benefits, time away from work, pensions, welfare and other issues were designed for a society in which men worked and women stayed home.

5) Integration of black and hispanic workers fully into the economy: The shrinking numbers of young people, the rapid pace of industrial change, and the ever rising skills requirements of the emerging economy make the task of fully utilizing minority workers particularly urgent between now and 2000. Both cultural changes and education and training investments will be needed to create real equal employment opportunity.

6) Improvement in the educational preparation of all workers: As the economy grows more complex and more dependent on human capital, the standards set by the American education system must be raised.

The U.S. Economy in the Year 2000. Three economic scenarios are presented: The baseline or "surprise free" scenario which reflects a modest improvement in the rate of growth that the nation experienced between 1970 and 1985 but does not return to the boon times of the 1950s and 1960s; the "world deflation" scenario which focuses on the possibility that a worldwide glut of labor and production capacity in food, minerals and manufactured products could lead to a sustained price deflation and sluggish economic growth. The third scenario, is the technology boon, which outlines a powerful rebound in the U.S. economic growth to levels that compare with the first two decades following World War II. Coordinated international monetary, fiscal and trade policies succeed in smoothing world business cycles.

Of the major assumptions and outcomes of each of the three scenarios several key points emerge about the U.S. economy over the nest decade leading up to the year 2000. They are:

1) Among all three scenarios U.S. growth and world growth are tightly linked together.
2) Among all three scenarios U.S. manufacturing employment declines while services grow.
3) The key to domestic economic growth is a rebound in productivity, particularly in services.
4) U.S. trade accounts move toward balance due to devaluation of the dollar and improving production in manufacturing industries.
5) By 1995, the U.S. budget deficit will decline due to the absence of major tax increases, growth in the GNP and a large surplus in the Social Security Trust Fund.
6) Unemployment remains stubbornly high under all three scenarios despite the relative slow growth of the labor force projected over the period.
7) Disposable income increases moderately.

Workers and Jobs in the Year 2000 - Changes in the economy will be matched by changes in the workforce and the jobs it will perform. The five most important demographic facts are:

1) The population and the workforce will grow more slowly than at any time since the 1930s: The labor force which exploded by 2.9 per year in the 1970s will be expanding by only 1 percent annually in the 1990s with growth projection of only 0.7 percent per year by 2000.

2) The Graying of the Workforce. The average age of the population and the workforce will rise and the pool of young workers entering the labor market will shrink as the baby boom ages and the baby bust enter the workforce, the average age of the workforce will climb from 36 today to 39 by the year 2000. The number of young workers age 16-24 will drop by almost 2 million or 8 percent. The decline of young people in the labor force will have both positive and negative impacts. On the one hand the older workforce will be more experienced, stable and reliable. On the other hand they will have a lower level of adaptability, less likely to move change occupation, or undertake retraining than younger ones. Companies that have grown by adding large numbers of flexible lower-paid workers will find such workers in short supply in the 1990s.

3) Feminization of the Workforce and Work - Almost two thirds of the new entrants into the workforce between now and the year 2000 will be women, and 61 percent of all women of working age are expected to have jobs by the year 2000. Women will still be concentrated in jobs that pay less than men's jobs, but they will be rapidly entering may higher paying professional and technical fields. In response to the continued feminization of work, the convenience industries will boon, with "instant" products and "delivered-to-the-door" service becoming common through the economy. Demands for day care and for more time off from work for pregnancy leave and child-rearing duties will certainly increase as will interest in part-time, flexible, and stay-at-home jobs.

4) The Ethnicization of the Workforce - Minorities will be a larger share of new entrants into the labor force. Non-whites will make up 29 percent of the new entrants into the labor force between now and the year 2000, twice their current share of the workforce.

5) Immigrants will represent the largest share of the increase in the population and the workforce since the first World War. Even with the new immigration law, approximately 600,000 legal and illegal immigrants are projected to enter the United States annually throughout the balance of the century. Two-thirds or more immigrants of working age are likely to join the labor force in the South and West where these workers are concentrated, they are likely to reshape local economies dramatically, promoting faster economic growth and labor surpluses.

Table 1 shows a projection of labor force changes.

Table 1
Labor Force Changes 1985-2000

	1985 Labor Force		Net New Workers 1985-2000
Total	115,461,000		25,000,000
Native White Men	47%		15%
Native White Women	36%		42%
Native Non-white Men	5%		7%
Native Non-white Women		5%	13%
Immigrant Men	4%	13%	
Immigrant Women	3%	9%	

Source: Hudson Institute

Workforce 2000 Policy Challenges - The report suggests six policy issues that deserve the greatest attention. First, the most critical issue is not unfairness of the trading policy of other countries like Japan, but the stimulation of the world economy by re-stimulation of the growth in developing countries. Of course, the U.S. share of world growth is also important. Most of the steps to improve the U.S. competitive advantage involve changes in the propensity of Americans to borrow and spend rather than to save; major improvements in the educational preparation of large numbers of prospective workers; and reforms in the practices and laws that encourage America's best and brightest to provide legal advice in corporate takeovers rather than building companies that exploit new technologies.

Second, the national mental image of progress which continues to be one in which manufacturing plants produce more cars, computers and carpets per hour, etc., must change. Services are a far larger segment of the economy--health, education, trade, finance, insurance, real estate and government. These must be the targets of government efforts to improve productivity. Efforts must be made to tear down the barriers to competition in many of the service industries where competition does not now exist. New investments in research and development targeted toward improving service industry productivity must be made.

In education for example, the need for national standards and nationally comparable tests, and the need for education technology such as a large base of public software to teach math, reading, science and more advanced courses are essential.

In health care the steps taken to inject competition into the system must be extended, while new investments are made in productivity-enhancing technologies such as automated diagnostics. While in the range of other government services, privatization and competition promise to provide great productivity gains.

Third, at the same time that the workforce is aging and becoming less willing to relocate, retrain, or change occupations, the economy is demanding more flexibility and dynamism. Many national policies fail to promote this end. Specifically mentioned are the nation's pension system which discourage changing jobs or hiring older workers. Similarly the unemployment insurance system does not encourage relocation, retraining and job search. In spite of the federal government and private industry spending in the area of retraining, there is no national consensus that all workers should expect to learn new skills over the course of their work lives. Except in few companies, training is confined mostly to the top and bottom ranks of employees with little systematic effort to insure that all workers are constantly reinvesting in themselves to avoid obsolescence. It is suggested that national policies that promote such corporate and individual attitudes toward retraining should be backed up by a change in the tax code to encourage lifelong education.

Promotion of dynamism of the workforce also requires reconsideration of national policies toward immigration. Legal immigrants are valuable asset to the nation help stimulate economic growth and change, and the need for more, better-educated immigrants to help staff a growing economy will increase as the growth of the population and labor force slows in the 1990s. The nation should begin a program of gradually increasing its quotas and opening its doors to more individuals desiring to enter the country.

Fourth, what is needed is a thorough reform of the male oriented institutions and policies that govern the workplace to insure that women can participate fully in the economy and that men and women have the time and resources to invest in their children. Changes in the structure of work to accommodate such things as flexible hours, part-time work, use of sick leave to care for children, pregnancy leaves for mothers and fathers. These are expensive but necessary changes. Similarly, government and private mechanisms need to develop programs to address the need for high-quality day care which is an issue that has not yet been fully addressed. The welfare system should be replaced with one that mandates work for all able-bodied mothers (except those caring for infants), while providing training, day care and job counseling.

Fifth, for minority workers, the changes in the nation's demography and economy during the 1990s represent both a great risk and a great opportunity. With fewer new young workers entering the workforce, employers will be hungry for qualified people and will more willingly offer jobs and training to those they have traditionally ignored. However, the types of jobs being created by the economy will demand much higher levels of skills than the jobs that existed in 1987. The report predicts that minority workers are not only less likely to have had satisfactory schooling and on-the-job training, they may have language, attitude and cultural problems that prevent them from taking advantage of the jobs that will exist.

II. Historically Black Colleges and Universities in the Education Process

Many HBCUs trace their histories back to the period just after the Civil War and up to the early 1900s when a

number of religious and philanthropic leaders rallied to the cause of educating the former slaves or the freedmen. The history of HBCUs is one of operating in a milieu of segregation and fiscal scarcity. The case of Plessy v. Ferguson (1896), elevated "separate but equal" to constitutional status when the Supreme Court interpreted the requirement that blacks and whites ride in separate railway cars as not violating the 14th Amendment's 'equal protection clause.'

Until 1908, private HBCUs, provided integrated education to black and white students. However, in a 1908 case, Berea College v. Kentucky, the Supreme Court upheld the state's right to require that private as well as public colleges segregate negroes and whites as a valid regulation of state corporate charters.[1] The other Southern states quickly got the message, and according to Robert Brisbane, between 1980 and 1920 all the black colleges had to turn in their charters and be re-chartered as institutions for the education of Negro Men and Women.[2] This system of segregation was rationalized by a number of myths about the negro's inherent inferiority.

As segregation became the order of the day, the Supreme Court in the decision of Cummings v. the Board of Education of Richmond County Georgia (1899) interpreted the 14th amendment to give approval to a new policy of 'separate but unequal' when it said it was 'ok' for a board to maintain a high school for whites while discontinuing the one for blacks because of financial difficulties. The Court said that these actions did not discriminate because of race in accordance with the 14th Amendment but was simple economics.[3] Thus the policy of fiscal discrimination against black educational institutions began. It was not unique to black educational institutions. Other black institutions also suffered. Years passed before black institutions were able to launch a successful legal assault on Plessy and Cummings. However blacks and their institutions are still struggling to overcome myths of racial inferiority that are still extant in the wider population. These myths support, rationalize and justify the existing social order.

Beginning with the case of Missouri ex rel Gaines v. Canada (1938), there is a long list of cases that have been brought to desegregate and rectify the financial injustices done to black educational institutions at the pre-collegiate and collegiate levels in the wake of the Plessy and Cummings cases. Cases such as Gaines, Sweatt v. Painter (1950) and McLaurin v. Oklahoma (1950) deal with the right of black American citizens to have their states provide them with a professional education just as white citizens received. Such cases as Brown v. Board of Education (1954), Brown v. Board of Education (1955), Swan v. Charlotte-Mecklenburg Board of Education (1971), Keyes v. School District No. 1, Denver Colorado (1973) were cases which involved public school education. They proceeded from the rationale that if black and white children go to school together, the Cummings scenario would be nullified because whatever resources are provided for white youth will also be enjoyed by black youth. Whites, who control the major institutions in the society, allocate the money to school systems where their children are.

This same rationale, prevailed in the pursuit of desegregation in higher education. Two federal lower court cases demonstrate this approach. Adams v. Richardson (1974) brought in the Federal District court of District of Columbia, forced the Department of Health Education and welfare, and its successor, the Department of Education, to require the states involved to prepare plans that desegregated the student bodies and faculties of their state-supported institutions of higher education, eliminate duplications of programs, and enhance the physical plants, programs, etc., of HBCUs. These plans were monitored by the federal district court in Washington D.C.

A second case, Hunnicutt v. Georgia the Board of Regents (1972), was brought on behalf of white plaintiffs who asked the Court to order the Georgia Board of Regents to erase the racial identity and stigma of inferiority of Fort Valley State College, and HBCU in the University System of Georgia. In this case plaintiffs wanted physical plant and program enhancements such that they would not feel ashamed to send their children to the college. These two are by no means all the cases of this nature. There are parallels in other Southern states such as Louisiana and Alabama.

Meanwhile, black institutions of higher education, all during the above mentioned period of struggle to overcome Plessy and Cummings, were and are quietly going about the business of educating and preparing black men and women and others for professional roles in the society. They do so in spite of the fact that many people, both black and white, following the desegregation rationale to its logical conclusion, are of the opinion that Brown and certainly Adams, gave a mandate to eliminate duplication of programs and institutions. For the opponents of HBCUs, the continued existence of HBCUs perpetuate dual systems of education. They content that since black students can now choose where they want to go to school, black colleges and universities have outgrown their missions. It should, however, be noted that as late as 1988, one hundred (100) HBCUs enrolled nearly 20 percent of the African-American college students and provide 40 percent of the degrees earned. The raison d'etre of HBCUs is still alive.

Strength of Black Colleges & Universities - HBCUs are repositories of black culture and, as such, they articulate and manifest the values of black or minority culture. They provide minorities with supportive, non-threatening campus environments. They also provide their students with opportunities to participate in campus life activities that develop the whole person.[4] The opportunity to participate is constrained on white campuses by such operating factors as racism and culture bias. This is not to say that black colleges do not have non-black faculty members who are less interested in the development of non-white students and HBCUs. Although they earn their living as the HBCUs many deny this reality to the public or seek to embroil the university in controversy.[5] We also note that as the states desegregate the faculties of their HBCUs, these institutions began to take on

the problems of non-black universities and colleges. HBCUs have been required to hire non-black faculty members who do not wish to be considered a part of a close knit family, but who only see the college or university as a place to earn a living.

HBCUs, because of their historical struggle for existence and acceptance, are committed to ethnic and culture diversity. They realize the value of multi-culturalism and to broadening European-oriented curricula to make them more inclusive of other cultures. They are sensitive to the cultures of other groups in the society.

In addition, HBCUs, because of their unique histories, feel they have a special mission to educate minorities and disadvantaged groups in the society--those who would be overlooked for admission to white colleges and universities. HBCUs are committed to taking students with academic deficiencies and helping them 'catch up.' Small teacher-pupil ratios allow HBCUs to give their students individualized attention.[6]

HBCUs also provide their students with role models in the case of their faculty, staff and administrations. They train students for professional leadership in communities, states and nation. Traditionally, faculty members at HBCUs have taken personal interest in their students and have provided lasting mentorships that influence the dreams of young scholars.[7]

The Involvement of HBCUs on Public Sector Management Training - Twelve historically black colleges and universities are engaged in providing public sector management training--eleven of which are NASPAA affiliates. They are: Howard University, Albany State College, Clark-Atlanta University, Savannah State college (now merged with Georgia Southern University at the graduate level), Grambling University, Southern University, Jackson State University, Kentucky State University, Wayne State University, North Carolina Central University, and Virginia State University. We see that two of the twelve institutions have undergraduate programs only. The other ten have Master of Public Administration degree programs and one even offers a doctorate degree.

HBCU public sector management training programs offer a smorgasbord of concentrations. Perhaps the most universal is Human Resource Administration or Personnel Administration six institutions offer that concentration. Three schools each (not the same schools however) have concentrations in Health Administration, Fiscal Management/Budgeting, Public Policy, Public or General Administration, and Development Administration. While two school each have concentrations in Management Information Systems or Information Technology, and International Administration. One school each offers a concentration in Non-profit Administration, Criminal Justice Administration, Community and Economic Development and Judicial Administration.

As we look at the involvement of HBCUs in public sector management training, we can easily see that of the 220 programs listed in the NASPAA 1990 Directory of Programs in Public Affairs and Administration, the twelve HBCUs represent only five percent of the programs. While public sector management training programs at HBCUs are more equipped historically to address issues of diversity and ethnic multi-culturalism, their small numbers weaken their overall impact.

As far as the formal structures of Master of Public Administration Programs are concerned, HBCU training programs must adhere to the same standards and guidelines established by the National Association of Schools of Public Affairs and Administration (NASPAA) that accredited MPA programs, if they would have their programs accredited. Most consider themselves members of the Small Programs division of NASPAA. However, it is the willingness to innovate in the delivery of instruction and flexible approach to problem-solving that HBCUs offer to their students that may be different from other colleges and universities.

Workforce 2000 Challenges to HBCU public Sector Management Training Programs - Public sector management training programs at HBCUs and at other colleges and universities are challenged by Workforce 2000 to identify those effective public management skills and interpersonal skills which public managers in the 21st century will need to put them on the cutting edge in meeting the policy challenges. For example public sector managers will have to assist private industry in developing policy solutions that provide literacy training and skills development to handle current technologies for the minorities of our inner-cities in order to prepare them to enter the workforce.

Human Resource public sector managers will have to plan for the development of the American workforce. They will have to take account of an minority workforce, an immigrant workforce, an aging workforce and a feminine workforce and design policies that will make continuing education a way of life in both the private and public sector employment. Continuous organizational assessments along with worker skill levels will be needed to help identify the training needs for the year 2000.

Public management training programs must internationalize themselves. They must develop linkages with universities in third world countries. For it is in the collaborative efforts and exchanges with universities in developing countries that we forge relationships that mutually benefit all.

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AFRICAN-AMERICAN ADMINISTRATORS, VALUES AND DEMOGRAPHIC CHARACTERISTICS IN THE COMMONWEALTH OF KENTUCKY*

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I. INTRODUCTION

If one lives, works and plays in America over an extended length of time, one then becomes changed or molded by the process of acculturation. That is, simply stated, individuals or groups of individuals tend to act or react and behave according to the dictates of environmental influences in their macro environment. This process can be thought of in terms of behavior modification, which occurs as the result of forces and influences entering the micro environment from the macro environment. These forces and influences create within the individual a series of indicators designed to control and adjust behavior according to what one normally perceived as cultural norms. It is important to note that this process begins at birth and is constant until death.

The process as described above is the process of value formulations. It is the development of a set of norms by which we behave in any given situation. One's values of value system provides the basis upon which thoughts are formulated, analyzed and transformed into decisions. This behavioral process is maintained in a constant mode regardless of the situation, regardless of reward, and regardless of the environment in which one is performing.

The study at hand is an attempt to measure and analyze the values of respondents of a specific population group within the context of their professional life. Admittedly, the sample is small and in the minds of some readers and researchers voids any attempts to claims of significance. Therefore, there will be no attempt to infer commonality of behaviors across a population spectrum, rather all inferences will be confined to the case at hand. [See bibliography for related studies on African-American managers and administrators.]

* This paper has utilized survey data collected for a research project supported by the National Science Foundation Grant (NoRII87040-15) awarded to the School of Public Affairs, Kentucky State University (1987-1990). The author is fully responsible for the analyses presented in this paper. The National Science Foundation, Kentucky State University and Indiana State University are not responsible for the analyses and recommendations presented in this working paper.

II. RESEARCH OBJECTIVES

This project is specifically concerned with what the researchers have labeled as public service values and how these values are perceived by African-American administrators operating within the public sector (Mohapatra, et. al. 1990). Thus, we will focus this paper on the same in a case study of African-American Public Administrators employed by the Commonwealth of Kentucky. Between 1988 and 1990 four researchers at Kentucky State University initiated a project funded by the National Science Foundation. The project was entitled, "Managerial Training as a Correlate of Professional Development Among Managers in State Government of Kentucky." It is from this study that our concepts of public service values is framed.

III. DATA SOURCES

The sample population for this study is drawn from the much longer National Science Foundation project. Respondents indicating an African-American origin were isolated. The National Science Foundation project from which our data evolves had a total of 1409 respondents. A total of 46 respondents recorded their ethnicity as African-Americans, therefore, 46 or 3.2 percent are African-Americans. A series of nine indicators were formulated under the heading of public services values. The operationalization of public service values as a major variable in the aforementioned study centers around the attitudes, belief, structure and principles of public administrators in their relationship with their client population. It is maintained that the level and quality of services rendered by the public administrator is in direct proportion with the level of expectation emanating from the client population.

IV. DATA ANALYSIS

Twenty one males responding nine or 42.9 percent strongly agree that political pull is an important factor in

determining the quality and level of service a client might receive. The significant difference between the male and the female administrators is as noted in the above table, only three of the 18 female participants responding strongly agree with this issue. It is, however, interesting to note that one-third, (33.3%), of the male respondents strongly disagree as did five or 27.8 percent of those female administrators responding to item four.

Across the board, the respondents agreed that democratic principles can be applied to government employees. The data suggested no significant difference based on gender, age or education. Item six states that government officials and agencies should be concerned with public opinion concerning their agencies. To this item a total of 40 participants responded. The only significant difference is observed in the age group 40-44 years of age. Of the ten respondents falling in this age group, four either somewhat or strongly disagreed with the statement. Again, according to the data collected there tends to be a strong argument with the statement regardless of the differences existing among the participants.

In item seven, an attempt was made to measure the participants perception regarding the level of knowledge among citizens concerning decision making. Again, the major significance appears to be according to gender. A total of 22 males responded to the statement. Of that number five or 22.7 percent strongly agrees that citizens are ignorant about decision making. Seven of 22 agreed somewhat with the statement. These figures factor out to be 22.7 and 31.8 percent respectively. In so far as the female respondents are concerned nine out of a total to 19 strongly agree while 10 out of 19 agree somewhat. While the distribution among male respondents appears to be somewhat evenly spread across the four possible response selections, with the exception of row two (somewhat agree), the same cannot be argued regarding female respondents. As illustrated above, all female respondents either strongly agree or somewhat agree with item seven.

With regard to item eight, stating that "government agency officials should be responsive to the legitimate requests of elicited officials about the problems of their constituents," here again no variance could be observed in the data. Without exception, all respondents either strongly or somewhat agree with the positions set forth by item eight.

In responding to the ninth and final indicator which seeks to measure the participants perceptions of merit were political pull we find the following. A total of 40 administrators responded. An analysis of their responses strongly suggest similar views and attitudes regarding the influence of political pull on the merit system. The only deviation from this trend occurs according to gender. Then 20 out of 22 males respondents strongly agree that political pull outweighs merit. Eight or 36.4 percent of male respondents indicated their disagreement with statement. Five of the eight males disagreeing are between 35 and 19 years of age suggesting a slight significance based on age. The educational variable tended to have no impact on the distribution of responses among male administrators.

Female administrators responding, lean heavily toward strongly or somewhat agreeing with the statement. Eight and fifteen or 44.4 and 38.9 percent respectively responded accordingly. Therefore, while 73.2 percent of male administrators strongly or somewhat agree, 83.3 percent of the female administrators believe that the merit system is outweighed by political pull.

CONCLUSIONS

This study was designed to measure the relationship between the professional values and attitudes and perceptions of African-American administrators employed by the Commonwealth of Kentucky. Utilizing the sample statistical analysis, namely frequency distribution and cross tabulation of variables, we arrived at the following conclusions.

First, there appears to be little conflict between the universally excepted moral values and the professional values of those administrators participating in this study. However, although all the participants are members of an ethnic group and share, as stated earlier, similar culturally based values, there does appear to be some variance within the group. Significant is the differences in views and attitudes based on gender. The variables of age level of education appear to have little significance as evidenced by the data upon which this conclusion is drawn. Based on the data presented it would appear that the African-American female administrator is less moderate in their attitudes and views toward the level of knowledge of the client being served and in the relationship between politic and merit. One might conclude from their response that the general public possess little or no knowledge regarding the intricacies of government at least of government from an administrative perspective. Likewise, the data suggest an absence, at least in the opinion of those female participants involved in this study, of a merit system or a functional merit system not denoted by political influences.

The difference in opinion between the African-American male and female administrators can be traced back to the formulation of their moral values. Contrary to popular belief, the African-American boy and girl child are subjected to different influences from both the macro and the micro environment. There are different levels of expectations as well as differences in their degree of acceptance. More effort from the dominant culture has been asserted toward the acculturation of the African-American female child than toward the male child.

While this statement cannot be documented, it is, nonetheless, true, as it tends to be a part of the African-American experiences in America. The views and opinions of the African-American female are more widely accepted by the dominant culture as she is thought to be less of a threat than her male counterpart. Therefore, society has sought to elevate her to positions of responsibility, while at the same time relegating the African-American male to more subordinate positions. An indication of this can be observed in the almost equal number of African-American administrators participating in this study. While it is not our intent to engage in a comparative study between African-American administrators

in Kentucky and their white counterparts we do strongly maintain that the level of equality as referred above does not exist in white male and female administrators working for the same employer.

Our final conclusion suggests the need for more Afrocentric based studies into the views and values of African-American public administrators. The absence of any reference to the literature in this study tends to reinforce this need. One cannot gain a true or professional insight of a people through a process which factors out cultural and traditional influences. The African-American public administrator most certainly male, must seek not to be a perpetuator of the status quo. Rather he must unite with his female counterpart to become agents for change within the public sector. The rewards of his present status must not blind him to the value system that propelled this people from slavery to prominence. It is through and by their will, communication and forcefulness that the African-American people will one day enjoy on an equal basis the fruits and rewards of living under a governmental administrative system that is truly "of the people, for the people and by the people," all the time.

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FEDERAL AFFIRMATIVE ACTION POLICIES AND THE GLASS CEILING

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I. Introduction

The purposes of this paper are two fold. First is to examine the role that federal affirmative action and equal employment opportunity policies have had on the employment of minorities and women, particularly in the top policy making levels of government. Second, is to suggest some critical issues that must be addressed if the goal of a truly representative federal bureaucracy is to be achieved and the glass ceiling[1] is to be eliminated. It will be argued in this paper that the federal government's failure to resolve the question of whether federal anti-discrimination employment policy should be based on an objective of equality of opportunity or that of equality of results has had a significant effect on its ability to achieve a representative bureaucracy, particularly in senior level positions.

Minority and Female Representation:

The overall employment of women and minorities in the federal government has experienced significant growth since the late 1960s. For example in 1970, minorities made up about 14% of white collar employees (Legislative History, 1972 EEO Act). By 1990, minorities held 27.3% of these positions. Women, as well, have significantly increased their overall representation from about 30% in the early 1970s to slightly over 43% in 1990 (Federal Civilian Workforce Statistics, 1990). Despite the increase in overall representation for both of these groups, their representation has been primarily concentrated in the lower grade levels (GS-9 and below). Table 1 shows the distribution by grade of minority employees in the federal government in May of 1970.

[1] For a description of the concept of "Glass Ceiling" see Merit System Prof Board (1992).

Table 1
Minority Representation in Federal White Collar Employment
(1970)

GS 1-4	27.3%
GS 5-8	17.2%
GS 9-13	3.1%
GS 14-18	5.3%

Source: Equal Employment Opportunity Act of 1972, House Report No. 92-238 March 8, 1972

Studies of minority and female representation over time have shown similar levels (Rosenbloom 1981: Lewis 1988; Rose and Chia 1978; Nigro and Meier 1975). Table 2 shows the distribution of females in General Schedule employment in 1970. Both tables 1 and 2 show that

Table 2
Female Representation in Federal White Collar Employment
(1970)

GS 1-6	72.3%
GS 7-12	20.8%
GS 13 and above	3.6%

Source: David H. Rosenbloom. "Federal Equal Employment Opportunity: Is the Polarization Worth the Preference?" Southern Review of Public Administration, Spring 1981.

employment for both women and minorities in the 1970s was concentrated in the lower grade levels. Little has changed in the distribution of women and minorities throughout the federal workforce since the 1970s, despite their increase in overall representation. Tables 3 and 4 show the representation of women and minorities in the General Schedule between 1982 and 1990.

Table 3
Minority Representation in Federal General Schedule Employment 1982-1990

	1982 %	1984 %	1986 %	1988 %	1990 %	Change %
GS 1-4	30.3	29.0	27.7	25.8	22.0	-8.3
GS 5-8	37.6	37.4	37.7	38.0	38.6	+1
GS 9-12	26.1	27.5	28.4	29.4	31.5	+5.4
GS 13-15	6.0	6.2	6.3	6.3	7.9	+1.9
GS 16+	7.2	6.5	6.6	6.9	7.7	+ .5

Source: Federal Civilian Workforce Statistics, Affirmative Employment Statistics, U.S. Office of Personnel Management 1982-1990.

Table 4
Female Representation in Federal General Schedule Employment 1982-1990

	1982 %	1984 %	1986 %	1988 %	1990 %	Change %
GS 1-4	32.5	30.1	27.6	24.7	20.6	-11.9
GS 5-8	42.9	42.5	42.6	42.7	42.9	0
GS 9-12	21.9	24.1	25.9	27.8	30.4	+8.5
GS 13-15	2.8	3.3	3.8	4.8	6.1	+3.3
GS 16+	9.2	6.9	8.0	9.3	11.0	1.8

Source: Federal Civilian Workforce Statistics, Affirmative Employment Statistics, U.S. Office of Personnel Management 1982-1990.

A comparison of the representation of each group in the various grade levels between 1982 and 1990 shows a decrease in the representation in grades 1-4 (-8.3%) for minorities and 11.9% for women) and an increase in each of the other grade groupings. Despite these changes both groups are concentrated in positions in either the mid to lower or lower levels of the federal workforce. These concentrations reflect levels of representation similar to those for both groups in 1970. For example, in 1970, 45% of the jobs held by minorities were at the GS 8 and below grade levels. In 1990, minority representation in these positions was about 60%. Female representation similarly in positions at the GS 1-6 levels in 1970 was about 72%. Their representation in 1990 in positions at the GS 1-8 levels was approximately 64%. For the period from 1982 to 1990 the representation of minorities in the higher level position of the federal workforce showed some increases but overall continued to be significantly low. A review of Tables 3 and 4 shows that minority and female representation in the GS 13 and above position did increase by 2.4% and 5.1%, respectively. However, these groups hold a relatively small percentage of these positions when compared to their distribution in the lower grade levels (GS 1-8). The significance of this low level of representation in the higher grade levels for women and minorities suggests that while efforts to achieve a representative federal bureaucracy have worked well in the overall representation of these groups, there does exist an apparent point beyond which their progress does not fare as well. This barrier to the advancement of women and minorities is known as the glass ceiling.

Implications of the Federal Glass Ceiling:

The significance of the existence of a glass ceiling in the federal workforce is problematic for several reasons. When the Civil Service Reform Act was passed in 1978 it signaled the establishment of a federal policy objective of a representative bureaucracy. It framed this representativeness not just in the overall federal workforce, but throughout all of its levels. Section 310 of CSRA specified exactly what agency programs should achieve. In addition, CSRA established a set of nine merit principles designed to govern federal personnel policy. One of the principles called for a federal workforce reflective of the nation's diversity (CSC Pamphlet: Introducting the Civil Service Reform Act of 1978). The existence of a glass ceiling beyond which women and minorities have difficulty moving, means that the mandate of representativeness prescribed by CSRA remains unfulfilled. An additional problem with the existence of this glass ceiling is the limits it will place on the government's ability to meet the challenges of the demographic changes projected to occur in the workforce of the 21st Century. In 1988, the Hudson Institute issued a study which indicated that among the changes that could be expected to impact organization in the future is the increasing numbers of women and minorities who will be entering the labor force. This study goes on to suggest that successful organizations will have to identify strategies (like eliminating the glass ceiling) which will allow them to effectively recruit and retain minorities and women (Johnston 1988). The existence of a glass ceiling in the federal government will have a negative impact on its ability to recruit and retain a competent workforce, a problem which according to the "quiet crisis," already is of significant concern for the federal government.

Further,by limiting the number of women and minorities in policy making positions, the government reduces its ability to ensure that a wide range of perspectives are included in the policy making process and thereby potentially reduces the ability to ensure that its policies are responsive to the needs of its constituents (Kranz 1976; Nigro and Meier 1975; Nigro and Nigro 1986). The extent of the glass ceiling problem in the federal civil service was recently discussed in a 1992 study by the Merit Systems Protection Board (MSPB). According to this study, women face inequitable barriers to advancement in their federal careers. These barriers take the form of subtle assumptions, attitudes and stereotypes which affect how managers view a woman's potential for advancement and, in some cases their effectiveness on the job. The MSPB study focused on the problem of the glass ceiling as it affects women and indicated that a subsequent study will be done to determine the barriers that exist for minorities. It does, however, point out that minority women appear to face a double disadvantage and that their representation at top levels is even less than that of non minority women. Minority women, according to this study, are promoted on average less often than non minority women with the same qualifications (MSPB 1992). A study of the employment of Black women in top level positions in the federal government reached similar conclusions (Edmond 1990). A study of the private sector, done by the Department of Labor in 1991, revealed the existence of, if not a glass ceiling, a point beyond which women and minorities could not advance. This study also found that minorities appeared to plateau at lower levels of the

workforce than women (DOL 1991). Consequently, the existence of a glass ceiling represents a barrier to true equal opportunity for minorities and women.

Although the existence of a glass ceiling has been established as a problem to the effective management of human resources in both the federal government and the private sector, federal efforts to correct this problem exist primarily for the private sector. DOL has lead responsibility for the private sector initiative. In announcing this initiative, then Secretary of Labor Lynn Martin, said that the glass ceiling hinders not only individuals but society as a whole. The time has come, she went on to say, to tear down, dismantle and remove -- the glass ceiling. DOL's plan to accomplish this included a variety of positive steps including voluntary efforts by corporations, reviews of corporate management practices and public recognition and rewards for those corporations who established creative and effective programs. Further enhancing efforts to eliminate the glass ceiling in the private sector was passage of the 1991 Civil Rights Act. Title II of this Act is called the Glass Ceiling. It establishes as federal policy the goal of eliminating artificial barriers to the advancement of women and minorities in management and decision making positions in business. Title II also creates a Glass Ceiling Commission authorized to study how private sector managers fill top level positions and it established a national award for companies who initiate exemplary programs in this area (Congressional Record 1991). No similar effort currently exist for addressing the problem of the glass ceiling in the federal government, although the mandate established by the 1978 Civil Service Reform Act clearly supports such an effort.

Conclusions:

While no direct link has been established between the shift in federal affirmative action policy from an emphasis on equality of results to one of equality of opportunity and the existence of a glass ceiling, it has been established that a results oriented policy currently exists which was specifically designed to address this problem. The question now appears to be whether or not the federal government will align its administrative efforts with the legal mandate of CSRA to achieve, through a results oriented affirmative employment program, a fully representative federal bureaucracy. To do this will require a resolution of the conflict between the equality of opportunity and equality of results objectives. A central issue in this conflict is the degree of redistribution desired in the implementation process. Both equal opportunity and equal results are viewed as redistributive policies. That is both are structured to redistribute resources equally among citizens without regard for what portion of the resources they initially contributed. Equality of results, however, calls for a greater redistribution than does equal opportunity and herein lies the major source of conflict between the two policies (Wildavsky 1979). While advocates of both policies agree that redistribution is an acceptable goal, the question of how best to achieve this redistribution remains unresolved.

The problem created by this unresolved issue has significant consequences for the efforts used to eliminate the glass ceiling. Those who support the equality of opportunity approach, believe that by simply ensuring that women and minorities are not barred from access to top level positions, eventually their numbers will substantially increase, thus resolving the problem. Years of implementing equal opportunity policy, however, do not support this contention, at least not at the top levels of the Federal Civil Service. Those who support the equality of results approach believe that eliminating the glass ceiling will require the use of specific measures (such as numerical and other results oriented goals and efforts) targeted towards increasing the representation of women and minorities in the top level positions. In the absence of a sustained period where the alignment of legislative, executive and administrative disposition all support the implementation of a results oriented affirmative employment program, the impact of this consensus on eliminating the glass ceiling will remain unknown. This consequence appears to be costly for the effective management of government in both its ability to recruit and retain a quality workforce and in enhancing government accountability and responsiveness. As suggested, the Clinton Administration may be able to resolve this policy conflict by aligning administrative efforts with the legislative goals of CSRA. This seems possible given the fact that the CSRA was a Democratic Party policy initiative. Unfortunately, this possibility may not be realized. In an interview in 1992, during the campaign for the presidency, Clinton was asked if his Administration would support affirmative action goals. He responded that while he was a strong supporter of affirmative action, he was opposed to quotas. He went on to say that he believed in equal opportunity, but not mandated equal results (Jet 1992). If this is a true reflection of the Administrations position, fulfillment of CSRA's mandate and efforts to eliminate the federal glass ceiling are unlikely to occur.

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Summary of a NASPAA sponsored presentation to MPA students and faculty at Indiana State University on 2/25/93.

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RELEVANCY OF DIVERSITY IN STATE GOVERNMENT EXPORT PROGRAMS: IMPLICATIONS FOR AFRICAN-AMERICANS

By

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I. INTRODUCTION

During recent years, competition among state governments to enlarge direct foreign investment and promote the exports of their products has become increasingly fierce. Legislators and governors are naturally motivated by the economic interest of their respective states and particular constituents, as a prerequisite for poliitical economic stability, have long taken an interst in sustaining economic growth. State government export agencies responsible for public/private partnership need to be more sensitive to diversity issues. It will require the leadership in African-American and other minority communities to become more knowledgeable about three interrelated issues: export trade and jobs; domestic politics and trade; and education and trade. The rationale for acquiring this information is that export agencies must be understood as not automatically including African-American and other diverse groups' concerns or interests. The "inclusion" of these groups must reflect the informed input of supporters of minority group concerns, local and regional. Some of the key questions that supporters of African-American (and other minorities) should ask are listed below:

1. What is the relationship between trade and jobs?
2. Why some export trade agencies are more responsive to minority concerns than others?
3. How much money can legislators and other domestic groups realistically expect to be returned to the state for each public dollar invested in the pursuit of diversity in export trade development?
4. How can small exporting states with resource limitations expect to expand their agenda to include diversity concerns?
5. What is an appropriate role for the federal government in assisting states to generate international business?

This research presents the findings of a forty-five month investigation of four state export agencies: Michigan, Indiana, Arkansas, and Virginia.[1]

II. EXPORT TRADE AND JOBS

Many American states have high a level of economic interdependence on international commerce. Arkansas for example, during the period 1983-1986 when William Jefferson Clinton was Governor had very high level of economic international interdependency. The proceeds from export-related manufacturing and employees exceeded by three times Arkansas' domestic expansion in terms of capital investments and new jobs produced. Further, it established a new trade office in Taipei, Taiwan, with explicit objectives to promote Arkansas products which will further increase international economic interdependence.

Indiana also has a high level of international economic interdependence; one-third of the state's employment in manufacturing and agriculture is indirectly tied to exports. Indiana agriculture is dependent on exports and cannot control international events. The state is highly vulnerable to foreign disruptions or shocks in certain agricultural markets. From 1981 to 1985, Indiana exports declined by 36 percent, whereas for the United States it was 29 percent. In contrast to these two examples, Virginia provides another example about the relationship and the importance of export trade and jobs. Virginia's high level of international economic interdependence has historical roots and dates back to the colonial period when tobacco was first exported to England during the 1600s. Today Virginia's international economic interdependence has been enhanced by state government efforts over the past several years to establish physical facilities to support and/or assist private agricultural-related companies to increase their export comparative advantage over other states. Examples of these physical facilities include: deep water livestock facilities, equine center, and the consolidation of Virginia ports (i.e., Newport News, Portsmouth and Norfolk) under one management team. Moreover, from 1983-1987 Virginia has attracted an estimated $7,431.5 million in foreign direct investments which has generated approximately 238,039 jobs.[2]

III. DOMESTIC POLITICS & EXPORT AGENCY GOALS

The role of state politics in these four states has been instrumental in shaping these states' overall international

business orientation as well as support for the state government export program. An assessment of the role of governors, legislators, and interest groups illustrates the critical impact they have on the configuration and programs of different export agencies. For instance, Virginia's International Trade Office survival and growth has been based upon long term institutional support from the state legislature and eight different governors irrespective of political party affiliation. Important interest groups and private firms have lobbied for state-financed infrastructure projects which would enhance the export potential of Virginia agricultural products and commodities. The state government financed and built the Richmond Livestock Export facilities in 1969 and the Equine Center in 1985. Both of these projects and other programs have brought millions of dollars into the state and created jobs as well as profits for certain constituents. The political support for ITO has become institutionalized and reflected in modest budget increases for the agency from $505,509 in 1983 to $887,281 in 1988.[3]

Arkansas, on the other hand, has had to rely on the strength and influence of former governor William Jefferson Clinton, now the President of the United States, as the major source of political support for Arkansas' International program (AIDC). The AIDC for example has responsibilities for reverse or foreign investment[4] activities, export promotion, domestic promotion, agricultural marketing, both domestic and international, and is the state's official protocol office. These diverse economic development activities have different client populations and skills needed to serve multi-program areas which are very diverse. There is a tendency for political leaders or constituent groups to influence the state export agency to modify its objectives to service their interest. Arkansas' International Marketing program has multiple responsibilities and its organizational goals are often subject to interagency conflicts.

The role of state politics in Indiana provides an alternative perspective as to how it shaped the Agricultural Export Development Program's (AEDP) overall performance. Initial funding for Indiana's AEDP was derived from a matching grant from the USDA's Agricultural Marketing Service which terminated its financial portion for the program in 1982. Since that time the agency's mission has been redefined several times as a direct response to different constituent groups interested in export promotional services by state government. As a result, implementing officials provide services based upon the type of product to be exported (i.e., livestock, processed foods, seeds, etc.). These officials know which agri-business in the state has the interest, commitment and capabilities to meet certain standards and specifications in a number of areas. Two of four Indiana's Agricultural Export Development Program are:

1. Identifying overseas markets and opportunities for Indiana agricultural products and services; and
2. Identifying foreign entities and individuals authorized to purchase imported agricultural products and services.[5]

In the past AEDP officials have contended that agency goals cannot be accomplished due to budgetary constraints and the limitations of its small staff and their expertise. Officials feel that goal attainment will be very difficult without more foreign travel as well as an increase in the staff. In 1988 however foreign travel was restricted for over a year due to elections for a new governor. Furthermore, the agency has not been able to expand its services or capabilities due to budgetary constraints.

Traditional support for the agricultural sector appears to be the major influence for continued financial assistance to the Agricultural Export Development Program. The inability of AEDP officials to justify budgetary increases as well as establish a powerful coalition of interest groups has reduced the probability they will get what they want. In contrast to Virginia, Arkansas and Indiana's experience during the 1980s, the role of state-politics in Michigan has been significantly different and impacted the Office of International Development's (OID) prestige, goals, responsibilities and personnel. From the beginning in 1980, Michigan's Office of International Development's multi-goals were in conflict with each other because there was no clear priority between reverse investments and export promotion initiatives. By 1984, it became clear that although export promotion had become OID's priority focus, important constituencies in the private sector favored reverse investment programs.

To aggravate this situation OID implementing officials were in conflict with two key African-American members of the appropriation committee in the legislature over establishing a Michigan trade office in Africa and other prerogatives. In an attempt to resist what OID officials considered an infringement of their administrative discretion, they refused to be responsive to the recommendations of the legislature. The appropriations committee fought back by eliminating all funding for the two existing foreign offices in Tokyo and Brussels. Additionally, pressure was applied to OID personnel when an important interest group like the Detroit Chamber of Commerce refused to work with or support agency officials with export promotion programs. The Democratic governor interceded and a compromise was reached to restore funding for the two foreign offices; also a Michigan African office opened in Lagos, Nigeria in 1988. By the end of 1986, the export promotion function was reassigned to another agency as a direct effort to reduce friction among members of the legislature, important interest groups and OID officials. Shortly before the reorganization of the Office of International Development the director of the agency left state government employment to establish a private sector exporting firm partly financed by state government.

IV. EDUCATION AND TRADE

In states like Arkansas and Indiana that have resource limitations, perhaps the state educational system (i.e., K-12, colleges and universities) can enhance the state export agency's efforts by fostering international education. There is a connection between international trade as an activity and the education of the public, by the export agency in the state. The official mandate in the four states discussed in the paper all have an educational role for their international programs services.

We have states participating in the international economy with many segments of the population really not knowing it. We know a lot of shoes that Americans wear

were produced in Brazil or Taiwan but often people do not fully grasp the implications of those purchases on the American shoe industry. Further, the sociological data in the research on diversity of state government export programs reveal two groups that benefit from the activities of these agencies.

First, there is a direct constituency which is actually receiving the services and information from these agencies. Second, there is an indirect constituency which consists of those individuals and or groups that benefit from the activity in the form of jobs, taxes, etc. Arkansas, for instance, has an implicit constituency even though many people in the state do not realize the importance of international business to the state's economy. This is particularly true when viewing Arkansas' international economic interdependence during the years 1983-1986, when export related manufacturing and employment exceeded three times the state's domestic expansion in terms of capital investments and new jobs produced in each of these years. In order for Arkansas' citizens to know how they benefited from international trade involves education and socialization over time. Empirical research can provide insights to interested citizens in any state as well as educational policy curriculum people to begin asking some hard questions: To what extent does the curriculum heighten student's awareness about living in a global economy? This should be particularly important in states like Arkansas, which spends over 70 percent of the state's budget on education. State educational policy-makers may want to consider how to stimulate education and trade in such a way as to encourage the people who have benefitted from state-supported education to stay in the state after they have received their training or degrees.

V. DIVERSITY IMPLICATIONS FOR AFRICAN-AMERICANS

African-Americans as well as other groups in the state have a vested interest in taking advantage of the resources of the state export agency. Since these agencies are designed to assist existing private firms they may not be useful for minorities operations that do not produce certain manufactured products or agricultural products. Export agencies are responsive to diverse constituencies and are responsive to political pressures. For instance, the establishment of Michigan's African office was a direct response to political pressure from African-American legislators. Important diversity issues African-American are concerned about include: a) employment and minority business opportunities, b) export agencies priorities, personnel, goals and budget, c) the general economic welfare of minority, communities and the state at large.

1. If Virginia's interest groups private firms can lobby their state legislatures for state-financed infrastructure projects which enhance their export potential with agricultural product and commodities why can't African-Americans in Indiana do the same thing? For instance, Michigan City, Indiana, has an enterprise zone which is being used as an economic tool of the state in an attempt to create jobs. Perhaps, a public/private partnership could be established to produce some manufactured product or agricultural commodity at the site which could be exported. In Kentucky a minority firm, Thumberland Enterprises, has established a relationship with the state government to produce in a depressed minority community a "crumb rubber" and "shredded chip" manufacturing plant. The products are made from recycled tires and represent a positive environmental innovation. The Kentucky state export agency has been helpful in generating some research data concerning markets and source of latex which is an important ingredient in the process. Thumberland Enterprises has plans to franchise the technology throughout the United States and abroad. As business leaders in Virginia often say, "If you can control economic growth through he state infrastructure, you stand a better chance of getting the kind of growth you want, in the places you want."[6]

2. Indiana's Agricultural Export Development Program has redefined its organizational objectives on several occasions in response to diverse constituent groups. African-American interested in being included as a client for the service of this other state agencies must first understand what the agency does as well its overall mission. Then after supporters of African-American and other minority group concerns have been secured adequate information about that agency, perhaps organizational objectives, can be modified to reflect future scenarios. Legislators in Michigan helped to revise organizational objectives to get what the wanted, a Michigan African Office. Perhaps federal resources can be tapped to address new organizational objectives and future scenarios. An initial research source that could be used is the Catalog of Domestic Assistance Programs.

3. The use of an informal network based on personal relationships between legislators, agency officials, clients and interest groups throughout the state can help diverse groups get what they want (i.e., increase in agency funding, infrastructure projects, diverse personnel for the export agency, etc.). The informal network can become the vehicle to appeal to different beliefs based on perceived self-interest. Power and services provided by export agencies have to be negotiated among implementing officials, members of the legislature, and external political actors.

CONCLUSIONS

Increased sensitive to diversity issues in export agencies will only come about with informed input of supporters of minority group concerns, local and regional. Therefore, legislators, African-Americans, and other interested persons need to increase their knowledge base about the relationship between export trade and jobs, domestic politics and trade and education and trade. African-Americans as well as people at large should be concerned not only with efficient means but also the process by which decisions are made. We need to know if export agency behavior is a function of condition, learning, sentiment, norms or tradition in order to resolve questions of equity and justice--that is, if there is a commitment to democratic ideas and principles associated with pluralism.

NOTES

1. Michael Frazier, Implementing State Government Export Programs (Praeger Publishers, 1992), 159.

2. Foreign Direct Investment in the United States: Transaction 1983-1987, U.S., Department of Commerce,

International Trade Administration, 1983, 1984, 1985, 1986, and 1987.

3. Robert Rich, Director, International Trade Office (Department of Agriculture and Consumer Services, Richmond, Virginia, 1988).

4. Reverse or foreign investment is a traditional activity of state government operations and is very similar in attracting domestic firms and business investment. There is, however, some secrecy regarding state operation, and states are very competitive in their search for investors. The inducements used to attract reverse investments include tax incentives, extension of utilities, zoning, and so on.

5. National Market Program Profile Survey, National Agricultural Marketing Officials, 1986.

6. Michael Frazier, op cit., 173.

Summary of a NASPAA (National Association of Schools of Public Affairs and Administration) sponsored presentation to MPA students and faculty at Indiana State University on 3/25/93.

Appendix D

PROFILE OF MPA FACULTY AT INDIANA STATE UNIVERSITY

Nine members of the Indiana State University Political Science Department faculty constitute the core faculty of the MPA program. They are directly involved in recruiting MPA faculty, teaching MPA classes, setting admission standards, administering comprehensive examinations, guiding MPA theses, supervising internships of MPA students, and providing academic counseling to students. All of them have experience in public agencies either as administrators or consultants/researchers. They are continuously involved with professional association of public administrators. In addition to these MPA core faculty other persons are also involved in the instructional activities of the MPA program. These adjunct faculty members may come from cognate areas of Indiana State University and other universities. Occasionally qualified public administrators also teach some MPA classes. A profile of the MPA core faculty is given below; including education, year of arrival at ISU, and relevant professional information.

MANINDRA K. MOHAPATRA, MPA, University of Michigan Ph.D., University of Kentucky, Professor of Political Science, Director of MPA program and Center for Governmental Services, 1990. Organizational Behavior, Organizational Development, Research Methodology, State Administration and State Personnel Systems.

Professor Mohapatra is currently participating in a National Science Foundation supported study titled "Professional Socialization of State Public Administrators in the Fifty States" (1990-93). He has conducted sponsored research for the National Science Foundation, the U.S. Department of Agriculture, NASA, and for the city governments of Chesapeake, Portsmouth, Virginia Beach, and the Tourism Commission of Frankfort. Recently, he spent the 1987-88 academic year on sabbatical at Cambridge University (England). His publications have appeared in American Political Science Review, Legislative Studies Quarterly, Local Government Studies (England), and Indian Journal of Public Administration.

ENAMUL H. CHOUDHURY, Ph.D., Candidate, Virginia Polytechnical Institute and State University, Assistant Professor of Political Science, 1990. Comparative Administration, Public Budgeting and Policy, Research Methodology, Computer Applications, and Public Administration Theory.

Professor Choudhury has served as an intern in the city of Akron and has worked on a policy research project on local self-government in Bangladesh sponsored by the Asia Foundation. He worked on evaluation of post-secondary vocational education research project funded by the U.S. Department of Education at Virginia Polytechnic and State University. He has made scholarly presentations at the meeting of American Vocational Association and American Society of Public Administration.

JOHN A. CRITTENDEN, Ph.D., University of North Carolina, Professor of Political Science, 1965. National Administration, Research Methodology, and Administrative Behavior.

Professor Crittenden has been a Fulbright Scholar at Allahabad University (India) and has held a Law and Behavioral Science Fellowship at the University of Chicago. He served as a research staff member of the Mutual Security Agency. His publications have appeared in the American Political Science Review, Public Opinion Quarterly, and Western Political Quarterly. His major work on political parties was published by Prentice-Hall as Parties and Elections in the U.S. (1982).

WILLIAM P. MAXAM, Ph.D., American University, Professor of Political Science, 1964. Public Personnel Administration, Employee Services, and State Administration.

Dr. Maxam served as Assistant to the President of Indiana State University for Government Relations. He has been on the Staff of the U.S. Advisory Commission on Inter-governmental Relations and a Budget Analyst for the Veterans Administration. His publications have appeared in National Civic Review, Indiana Public Management, and Personnel Administration. He has published a major monograph on Indiana Government and Politics.

JAMES L. McDOWELL, Ph.D., University of Illinois, Professor of Political Science, 1967. State Administration, Local Administration, and National Administration.

Dr. McDowell served as the Director of the Center for Governmental Services at Indiana State and has been a staff assistant in the Indiana Legislature. His publications have appeared in APS Review, National Civic Review, and Journalism Quarterly. He has also contributed major chapters to two books on Indiana politics and administration. He is currently working on a major bibliography on politics and public administration in Indiana.

R. CHRISTOPHER PERRY, Ph.D., University of Minnesota, Associate Professor of Political Science, 1986. Administrative Law, Ethics in Public Administration and Policy Analysis.

Dr. Perry has served as a program evaluation manager in Tennessee state government and a Research Assistant on the Minnesota Governor's Commission on the Arts. His publications have appeared in the American Political Science Review, Social Science Quarterly, Perspective, and the Cumberland Law Review. He has served on the editorial staff of the Law and Society Review. He has conducted funded grant projects and authored some two dozen professional papers.

ROBERT H. PUCKETT, Ph.D., University of Chicago, Professor of Political Science, 1968. Comparative Public Administration, International Administration, and Foreign Service Administration.

Dr. Puckett currently serves on the advisory committee of President's Commission on White House Fellowships and on the Board of Advisors to the President of the Naval War College. His publications have appeared in Journal of Peace Studies, International Studies Notes, Air University Review, Foreign Service Journal, and Armed Forces and Society.

SAMORY RASHID, Ph.D., University of Chicago, Assistant Professor of Political Science, 1990. Organization Theory and Behavior, and Public Policy, and Political Economy.

Dr. Rashid was an analyst for the Illinois legislature and the state Planning Office. He has made scholarly presentations on multinational corporations, African Development and Labor Force Diversity. His publications have appeared in Social Science Research Journal and in The International Journal of Arab and Islamic Studies. He recently received a research grant for the American Political Science Association for a project titled "The Political Environment and Foreign Direct Investment Decisions". He has also received grants from the Law and Society Associations and the Indiana Consortium for International Programs.

Fall 1993

INDIANA STATE UNIVERSITY

Political Science Department
Center for Governmental Services
Announces
A New Master of Public Administration (MPA) Program

An Evening/Weekend Graduate Program

The Program

The Master of Public Administration Program at Indiana State University was initiated in 1976. It has been revised effective Fall 1991 to reflect the current standards of NASPAA (National Association of Schools of Public Affairs and Administration) and to meet the needs of in-service personnel in Southern and Western Indiana. It is now a comprehensive evening and weekend graduate degree program offered in Terre Haute, Evansville, and Vincennes. Students may take classes at any of these sites. The program is a member of NASPAA and ASPA (American Society for Public Administration). A full-time MPA Director serves the academic advising needs of all MPA students.

Student Body

About fifty students are currently registered in Indiana State University's MPA program, including both new and continuing students. Most of these students are mid-career public service professionals, including the officials of other nations.

The Curriculum

The new MPA program at Indiana State University requires 36 graduate-course credits for in-service public or non-profit sector professionals. Pre-service students will need an Internship (3 credits). Students with inadequate preparation at the Bachelor's level will need some additional work in Public Administration and Statistical Analysis. A core of 7 courses(21 hrs) is required of all MPA students: Computer utilization, Research methods, Organizational behavior, Personnel administration, Budgeting, Administrative law, and Ethics.

MPA Program Specializations

The MPA program provides for four areas of specialization: (a) State and Local Administration, (b) Human Resources and Organizational Development, (c) National Administration, and (d) Comparative/International Administration. MPA students are required to take three advanced research seminars (9 hrs) if they wish to specialize within a given area. Those seeking a non-specialization option in MPA may choose any three research seminars to suit their career goals.

Thesis and Non-Thesis Options

Upon completion of seven core courses (21 hrs), and three specialization courses (9 hrs), MPA students may choose to write a thesis (6 hrs). Those who choose a non-thesis option will complete two additional research seminars (6 hrs).

Comprehensive Exam

A written comprehensive exam is administered to all MPA students in their final semester. Those writing an MPA thesis will also have an oral defense of the thesis.

Graduate Placement

Graduates of ISU's MPA program currently hold administrative leadership positions in federal, state, local, and non-profit agencies. The Center for Governmental Services, in cooperation with the University Career Center, facilitates the placement of MPA graduates.

Research Opportunities

The Center for Governmental Services is the hub of a wide variety of research activities undertaken by MPA faculty and graduate students. Interested MPA students participate with faculty researchers to gain hands-on experience in applied public policy research. Computer capabilities of the university and the resources of ISU's library system are fully accessible to the MPA student.

Admission

Students with a Bachelor's degree may join MPA classes as unclassified students in any Fall, Spring, or Summer sessions at Terre Haute, Evansville, or Vincennes. Application for regular admission to the MPA program requires a Bachelor's degree with a GPA of 2.75 (2.5 in the case of public employees), 3 letters of recommendation, an essay specifying career and other objectives, all official transcripts, and GRE test scores (verbal and quantitative only).

Admission of International Students

The MPA student body includes a number of international students, who may be sponsored by the U.S. government or by the foreign governments. The Comparative and International Administration specialization in the MPA program is especially designed to serve their needs. The Office of International Student Affairs coordinates international student activities on the Indiana State University campus. International students are required to score a minimum of 550 on the TOEFL and fulfill all other requirements for admission to the MPA program outlined above.

Cost of Study

Tuition for in-state graduate studies in 1993-94 is $112.00 per credit hour and $252.00 per credit hour for out-of-state students. Students from certain counties in Illinois and Kentucky are eligible also for in-state tuition. Illinois: Wabash, White, Edward, and Gallatin. Kentucky: Union, Henderson, Webster, Davis, McClearon, Hancock, and Hopkins.

Membership in Professional Organizations

All MPA students should become members of the Wabash Valley Public Administration Society, which is located in the Center for Governmental Services. They are also encouraged to join ASPA (American Society for Public Administration). These organizations provide a wide range of opportunities for professional information and participation.

Financial Aid

Full-time students are eligible to apply for graduate assistantships in the Center for Governmental Services. These assistantships follow a competitive process and early application is suggested. In addition, students are eligible for various loan programs.

MA/MS in Political Science

The Department of Political Science also offers MA/MS degrees in Political Science. Additional information about these two degrees may be obtained from Dr. H. Michael Erisman, Chairman, Political Science Department.

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PUBLIC ADMINISTRATION FACULTY AND THEIR RESEARCH INTERESTS

MANINDRA K. MOHAPATRA, MPA University of Michigan and Ph.D., University of Kentucky, Professor of Political Science, Director of MPA program and Center for Governmental Services, 1990. Organizational Behavior, Organizational Development, Research Methodology, State Administration and State Personnel Systems.

ENAMUL H. CHOUDHURY, Ph.D., Virginia Polytechnical Institute and State University, Assistant Professor of Political Science, 1990. Computer Applications, Statistics, Comparative Administration, Ethics in Public Administration, and Research Methodology.

JOHN A. CRITTENDEN, Ph.D., University of North Carolina, Professor of Political Science, 1965. National Administration, Research Methodology, and Administrative Behavior.

WILLIAM P. MAXAM, Ph.D., American University, Professor of Political Science, 1964. Public Personnel Administration, Employee Services, and State Administration.

JAMES L. McDOWELL, Ph.D., University of Illinois, Professor of Political Science, 1967. State Administration, Local Administration, and National Administration.

R. CHRISTOPHER PERRY, Ph.D., University of Minnesota, Associate Professor of Political Science, 1986. Administrative Law, Ethics in Public Administration, and Policy Analysis.

ROBERT H. PUCKETT, Ph.D., University of Chicago, Professor of Political Science, 1968. Comparative Public Administration, International Administration, and Foreign Service Administration.

SAMORY RASHID, Ph.D., University of Chicago, Assistant Professor of Political Science, 1990. Organization Theory, Organizational Behavior, and Ethnicity/Gender Policy.

MPA COURSES

Foundation Courses (For entering students with deficiencies)

PA 600	Pro-seminar in American Admin Institutions & Public Policies	3 credits
PA 601	Pro-Seminar in Public Administration	3 credits
PA 602	Statistical Analysis for Public Administrators	3 credits

Core Courses (Required of all MPA students)

PA 603	Computer and MIS for Public Administrators	3 credits
PA 604	Research Methods in Public Administration	3 credits
PA 605	Organizational Behavior in Public Agencies	3 credits
PA 606	Public Personnel Administration	3 credits
PA 607	Budgeting in Government Agencies	3 credits
PA 608	Legal Environment of Public Administration	3 credits
PA 609	Ethical Concerns in Current American Public Administration	3 credits

Specialization Courses (3 required within each group for specialization)

State/Local Administration

PA 610	Seminar in State Administration and Policy	3 credits
PA 611	Seminar in Local Administration and Policy	3 credits
PA 612	Seminar in Public Policy and Administration in Indiana	3 credits

National Administration

PA 630	Seminar in Federal Administrative Systems	3 credits
PA 631	Seminar in National Public Policy Analysis	3 credits
PA 632	Seminar in Administration of Congressional Oversight	3 credits

Human Resources and Organizational Development

PA 640	Seminar in Personnel Law	3 credits
PA 641	Seminar in Organizational Developments	3 credits
PA 642	Seminar in Employee Services Programs	3 credits

Comparative and International Administration

PA 650	Seminar in Comparative Public Administration and Policy	3 credits
PA 651	Seminar in International Administration	3 credits
PA 652	Seminar in U.S. Foreign Policy Administration	3 credits

Other Courses

PA 660	Seminar in Administrative Law	3 credits
PA 661	Seminar in Admin Reform & Responsibility	3 credits
PA 690	Special Topics in Public Administration	3 credits
PA 695	Internship in Public Agency	3 credits
PA 697	Research Seminar in Public Administration	3 credits
PA 698	Directed Research in Public Administration	3 credits
PA 699	Master's Thesis	6 credits

Current Center for Governmental Services Publications

- ***Lake County Government Study***
- ***Write-in Voting in Indiana General Election***
- ***Indiana Public Administrators & Teaching of Public Administration***
- ***Indiana State Administrators and their Political Environment***

Current Research Projects of MPA Faculty

- ***Budgetary Lessons from the States: 1991***
- ***Local Ombudsmen in England***
- ***Professional Socialization of State Administrators***
- ***Multi-National Corporations***
- ***Tourism and Survey Research***
- ***Occupational Values of Public Administration Students***
- ***Ethics and the Undermining Option***
- ***Dynamics of National Security Policy***
- ***Politics of Redistricting in Indiana***
- ***Theories of Planned Change***